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INDIAN AGRICULTURAL  
RESEARCH INSTITUTE, NEW DELHI

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ROYAL COMMISSION  
ON  
LABOUR IN INDIA.  

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EVIDENCE.  

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Vol. VIII. Part 1.

RAILWAYS.

WRITTEN EVIDENCE.

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1930



## NOTE TO PART I.

In this part is reproduced the bulk of the evidence submitted to the Commission in the form of written memoranda in reply to the list of subjects circulated in August 1929. In preparing this volume the Commission have sought to retain all matter likely to be of permanent interest to students of the subject, and not available elsewhere. Material supplied to the Commission which has already been printed and published elsewhere has in general not been reproduced. Where memoranda have been abridged all considerable omissions have been indicated in the text.



## TERMS OF REFERENCE.

“To inquire into and report on the existing conditions of labour in industrial undertakings and plantations in British India, on the health, efficiency and standard of living of the workers, and on the relations between employers and employed, and to make recommendations.”

NOTE. —“Industrial undertaking” for the purpose of the Commission is interpreted as in Article I of the Washington Hours Convention, which is as follows :—

“For the purpose of this Convention, the term ‘industrial undertaking’ includes particularly :—

“(a) Mines, quarries, and other works for the extraction of minerals from the earth.

“(b) Industries in which articles are manufactured, altered, cleaned, repaired, ornamented, finished, adapted for sale, broken up or demolished, or in which materials are transformed; including shipbuilding and the generation, transformation and transmission of electricity or motive power of any kind.

“(c) Construction, reconstruction, maintenance, repair, alteration, or demolition of any building, railway, tramway, harbour, dock, pier, canal, inland waterway, road, tunnel, bridge, viaduct, sewer, drain, well, telegraphic or telephonic installation, electrical undertaking, gaswork, waterwork or other work of construction, as well as the preparation for or laying the foundations of any such work or structure.

“(d) Transport of passengers or goods by road, rail, sea, or inland waterway, including the handling of goods at docks, quays, wharves or warehouses, but excluding transport by hand.”

\* \* \* \* \*

The competent authority in each country shall define the line of division which separates industry from commerce and agriculture.

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## LIST OF SUBJECTS.

**I. Recruitment.**

- (1) *Origin of Labour.*
  - (i) Extent of migration.
  - (ii) Causes of particular streams of migration
  - (iii) Changes in recent years.
- (2) *Contact with villages.*
  - (i) Extent and frequency of return.
  - (ii) Extent of permanent labour force.
- (3) *Methods of recruitment.*
  - (i) Existing methods.
  - (ii) Possible improvement.
  - (iii) Public employment agencies.
    - (a) Desirability of establishing.
    - (b) Possibility of practical schemes.
- (4) *Extent and effects of disturbance of family life.*
- (5) *Recruitment of seamen.*
  - (i) Existing practice.
  - (ii) Effect of changes introduced in Calcutta.
  - (iii) Suggestions for improvement.
- (6) *Recruitment for Assam.*
  - (i) Need of retention of control.
  - (ii) Administration of present system.
  - (iii) Composition and working of Assam Labour Board.
  - (iv) Defects of existing Act and system.
  - (v) Possible substitutes.
- (7) *Unemployment.*
  - (i) Extent and character
  - (ii) Extent to which caused by—
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    - (b) Voluntary retirement.
    - (c) Other causes.
  - (iii) Possible methods of alleviating and remedying distress.
  - (iv) Unemployment Insurance.
  - (v) Application of International Conventions relating to unemployment.
- (8) *Labour "turnover."\**
  - (i) Average duration of employment.
  - (ii) Extent of casual employment.
  - (iii) Absenteeism.
    - (a) Extent, character and causes.
    - (b) Seasonal or otherwise.
    - (c) Time and wages lost.
- (9) *Apprentices Act, 1850.*  
Value of.

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\* This word should be read as indicating generally the changes in composition of the labour staff of an undertaking.

## II. Staff Organisation.

- (10) *Details of organisation, administrative and departmental.*
- (11) *Selection of managing staff.*
- (12) *Recruitment and training of supervising staff, superior and subordinate.*
  - (i) Methods in force.
  - (ii) Facilities for training and promotion of workmen.
- (13) *Relations between staff and work and file.*
  - (i) Relations generally.
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  - (iii) Works Committees : their constitution, extent and achievements.
  - (iv) Works Councils and Industrial Councils.
- (14) *Timekeeping, piecework, contract and attendance registers.*
  - (i) How and by whom kept and checked.
  - (ii) How and by whom wages actually paid to workers.
- (15) *Contractors as intermediaries.*
  - (i) Extent and character of work given on contract.
  - (ii) Extent of sub-contracting.
  - (iii) Control exercised over working conditions.
  - (iv) Effects.

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  - (i) By employers.
  - (ii) By Government or other public agency.
  - (iii) By private landlords.
  - (iv) By workers themselves.
- (17) *Facilities for acquisition of land for workers' houses.*
- (18) *Nature of accommodation provided in each class.*
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  - (ii) In relation to best type from health point of view.
  - (iii) Provision made for lighting, conservancy and water supply.
- (19) *Utilisation by workers of accommodation available.*
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- (21) *Special problems arising in connection with various classes of housing.*

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Occupation of employers' houses by tenants in other employ ;  
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- (iii) Working conditions—
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- (30) *Sickness insurance.*
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  - (ii) Possibility of introducing other systems.
  - (iii) How to meet difficulties arising from non-acceptability of Western medicine, paucity of medical men, migration of labour, finance.
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  - (iii) Of adults.
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- (55) *Hours worked per week and per day.*
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  - (ii) Actual, i.e. including overtime.
  - (iii) Spreadover, i.e. relation between hours worked and hours during which worker is on call.
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- (63) *Hours worked per day and per week.*
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  - (ii) Actual, i.e. including overtime.
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43	Mr. K. P. Banerjee.	Representatives of the Eastern Bengal Railway Indian Employees' Association.	510—530	314—331, K-2970.
44	Mr. J. N. Gupta ..			
45	Mr. P. Chakraborty			
46	Kanchrapara Railway Workmen's Union.	Kanchrapara, Calcutta. .. ..	530—532	..

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CALCUTTA—contd.					
47	Mr. Cameron ..	General Secretary, Anglo-Indian Association,	618—634	332—343, K-3174.	
48	Mr. Bastien ..	} of the Eastern Bengal Railway,			
49	Mr. Powell ..				
50	Mr. Rigg ..	} of the East Indian Railway,			
51	Mr. Lardner ..				
52	Mr. Martston ..	} of the Bengal-Nagpur Railway,			Representatives of the Anglo-Indian and Domiciled European Employees of Railways.
53	Mr. Backman ..				
54	Mr. Wilson ..	of the East Indian Railway (O. and R. Section),			
55	Mr. Atkinson ..	Travelling Secretary, Anglo-Indian Association,			
56	Mr. P. H. Maslin, O.B.E., M.C.	Agent, ..			The Eastern Bengal Railway.
57	Mr. I. St. C. Pringle	Deputy Agent, ..			
58	Mr. A. H. Joscelyne	Locomotive Superintendent,			
59	Dr. H. Subrawardy	Chief Medical Officer,			
60	Mr. H. N. Parker ..	Officer on Special Duty,			
61	Mr. H. A. Outhwaite	Statistical Officer, ..			
62	Mr. V. P. Bhandarkar	Welfare Officer, ..			
63	Mr. D. Ghose ..	Assistant Traffic Superintendent,			
64	Mr. Surendra Nath, M.A., LL.B.	Acting President ..	Representatives of the East Indian Railway Union, Moradabad.	461—477 373—388, K-3570.	
65	Mr. Hikmatullah, Bar.-at-Law.	Chief Legal Adviser			
66	Mr. H. S. Bhatnagar	General Secretary ..			
67	Mr. K. N. Pandey	Asst. Station Master			

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		CALCUTTA— <i>contd.</i>		
68	Mr. G. L. Colvin, C.B., C.M.G., D.S.O.	Agent, .. ..		
69	Mr. F. E. Robertson	Chief Operating Superintendent,		
70	Mr. R. L. Ray ..	Chief Mechanical Engineer,		
71	Mr. A. V. Venables	Chief Engineer. ..		
72	Dr. A. K. H. Pollock	Chief Medical Officer.		
73	Mr. E. Cameron Ker	Deputy Chief Accounts Officer,	The East Indian Railway.	1—358  389—425, K-3788.
74	Mr. A. O. Evans ..	Deputy Agent. ..		
75	Mr. M. Robertson ..	Secretary to Agent,		
76	Mr. H. Lancaster ..	Manager, Giridih Mines,		
77	Mr. F. C. Badhwar ..	Employment Officer, Lillooah,		
78	Mr. C. S. Whitworth	Chief Mining Engineer (Railway Board).		
79	Mr. Santi Ram Mondal.	Representatives of the East Indian Railway Labour Union, Lillooah.	477—486	425—430, K-4196.
80	Mr. Ram Autar ..			
81	Mr. Atal Behary Santra.			
82	Mr. S. N. Shaw ..			
83	Mr. Ismail ..			
84	Mr. Ali Mohammad			
85	Mr. K. D. Chatterjee			
86	Mr. Hardin Shaha ..			
87	General Secretary, East Indian Railway Employees' Union	Lucknow. .. ..	486—488	....
88	Mr. J. C. Mitter ..	General Secretary, East Indian Railway Union, Khagaul.	489—497	....
89	Bengal and North-Western Railway-men's Association.	Gorakhpur, .. ..	497—509	....

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		CALCUTTA— <i>contd.</i>		
90	Mr. V. E. D. Jarrad	Agent, .. ..		
91	Dr. Mozumdar ..	Medical Department,		
92	Mr. Bazaz ..	Engineering		
93	Mr. Chakrabartty ..	Construction, Engineering Open Line,	The Bengal Nagpur Railway.	1—358 431—458, K-4274.
94	Mr. Khanna ..	Commercial Department,		
95	Mr. Faroque ..	Transportation Department,		
96	Mr. Chowdhury ..	President, Urban Bank.		
97	Dr. A. Martin-Leake, V.C., F.R.C.S.	.....		
98	Mr. Kanshi Nath Muttu	Representatives of the Bengal Nagpur Railway, Indian Labour Union, Khargpur	532—546	459—487, K-4613.
99	Mr. W. V. R. Naidu			
100	Mr. P. Ramachandra Rao			
101	Mr. Somayajulu ..			
102	Mr. A. N. Bose ..			
103	Mr. H. S. Suhrawardy	President, Muslim Welfare Committee, Bengal Nagpur Railway, Khargpur.	546—549	..
104	Mr. A. Gopal ..	Workers in the Golden Rock Workshops of the South Indian Railway Company.	..	488—490, K-4937.
105	Mr. S. Joseph ..			
106	Mr. Mutu Krishnan			
107	Mr. S. Ramaswami			
108	Mr. F. B. Wathen ..	Agent, .. ..	..	
109	Mr. C. C. Fink ..	Chief Auditor and Accountant,	The Madras and Southern Mahratta Railway.	1—358 491—521, K-4943.
110	Mr. H. D. Sinclair	Chief Transportation Superintendent and Traffic Manager,		
111	Mr. R. D. Thompson	Chief Mechanical Engineer,		
112	Mr. J. A. Cruickshank	Chief Medical Officer,		
113	Mr. G. Charlton ..	Deputy Agent, ..		
114	Mr. W. E. Marsh ..	Press Superintendent.		
115	Mr. N. Grayson ..	Architect. ..		

Serial No.	Name.	Designation and/or address of witness.	Part I (Written evidence) pages.	Part II (Oral evidence) pages and Nos. of the first questions of the series.
		<i>CALCUTTA—contd.</i>		
116	Mr. Syed Madhar ..	Representatives of the Madras and Southern Mahratta Railway Employees Union.	549—564	522—536, K-5292.
117	Mr. A. S. Fernandez			
118	Mr. S. M. Sundrachari			
119	Mr. K. Veerasami ..			
120	Mr. Thoman ..			
121	Mr. G. Krishnamurti			
122	Mr. Lakshminarayana			
123	Mr. P. R. K. Sarma.			
124	Mr. P. Rothera ..	Agent, ..	1—558	537—560, K-5446.
125	Mr. A. H. Smyth ..	Chief Transportation Superintendent,		
126	Mr. H. A. Reid ..	Deputy Chief Mechanical Engineer,		
127	Dr. C. E. R. Norman	Chief Medical Officer,		
128	Mr. A. Srinivasa Iyer	Assistant Auditor, ..		
129	Mr. P. Govindaraj ..	Assistant Secretary to the Agent.		
130	Mr. T. V. K. Naidu			
131	Mr. S. Mohan Swarna	Representatives of the South Indian Railway Labour Union, Trichinopoly.	564—569 582—588	560—564, K-5736.
132	Mr. Mudalamuthu Mudaliar			
133	Mr. S. V. Aiyar ..	President, M. S. M. Railway Non-Workshop Employees' Union, Madras.	569—582	....



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		CALCUTTA— <i>contd.</i>		
134	Mr. Ernest Kirk ..	} Representatives of the South Indian Railway Central Labour Union, Coimbatore.	588—590	565—571, K-5819.
135	Mr. A. Ekambaram			
136	Mr. P. S. Krishnaswamy Iyer			
137	Mr. A. Sundramurthy			
138	Mr. R. R. Birmamuthano			
139	Dr. R. V. N. Nayudu	Ex-President, South Indian Railway Employees' Central Association, Dhanushkodi.	590—601	...
140	Lieutenant-Colonel H. A. J. Gidney, M.L.A. I. M. S. (Retd.)	On behalf of the Anglo-Indian and Domiciled European Railway Employees.	602—618	....
141	Mr. R. W. Suares ..	} of the Madras and Southern Maharashtra Railway.	618—634	571—578, K-5891.
142	Mr. Dias ..			
143	Mr. Thomman ..			
144	Mr. S. Hockins ..			
145	Mr. Freeman ..	} of the South Indian Railway.		
146	Mr. French ..			
147	Mr. S. Guruswami ..	Assistant Secretary, All-India Railwaymen's Federation, Berhampore.	634—652	579—592, K-5995.



ROYAL COMMISSION  
ON  
LABOUR IN INDIA.

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WRITTEN EVIDENCE.

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Vol. VIII—Part 1.

RAILWAYS.



# RAILWAY BOARD.

## PREFACE.

This combined memorandum is based on the official records of the Railway Board, and on the memoranda already submitted by the Railway Board and individual railways to the Royal Commission on Labour.

An endeavour has been made in the preparation of this memorandum to make it as comprehensive as possible, and to attain this object—

- (a) the information submitted by the Railway Board and railways in their original memoranda has been re-arranged under the relevant heads of the questionnaire ;
- (b) additional information has been obtained from railways to give as complete replies as possible to the questionnaire.

Appendix " Z " contains information which the Railway Board and Railway Administrations, during their oral evidence, were asked by members of the Royal Commission to supply.

Although the preparation of the memorandum has been carried out under the direction of the Railway Board they cannot accept responsibility for every particular statement of fact in it.

## INTRODUCTION.

The Railways of INDIA—by far the most important part of her system of communications—have filled a conspicuous role in the history of India's economic, social and political progress. The first railway constructed more than 70 years ago was a modest project of only 21 miles—and from this small beginning a vast and complex system has been built up. To-day the total route mileage is 41,000 miles, which is in excess of that in any other country save the United States, while the total staff numbers over 800,000 employees.

There are 12 principal lines (known as class I railways) running through British India 5 of which are State-owned railways managed by the State. These are :—

*The North Western Railway (Abbreviation—N.W.).* which provides transport facilities for the Punjab, the Sind province of the Bombay Presidency, Baluchistan and North Western Frontier Province. A small mileage is also situated in the Delhi Province, the United Provinces of Agra and Oudh, and the Indian States of the Punjab.

*The Eastern Bengal Railway (Abbreviation—E. B.),* which provides transport facilities for the greater part of Bengal, a small mileage falling in Bihar and Orissa and in Assam.

*The East Indian Railway (Abbreviation—E. I.),* which connects the three provinces of Bengal, Bihar and Orissa and the United Provinces of Agra and Oudh.

*The Great Indian Peninsula Railway (Abbreviation—G. I. P.),* which provides transport facilities for the Bombay Presidency, Central Provinces, a small mileage traversing the Indian States of the Central India Agency and the United Provinces of Agra and Oudh.

*The Burma Railway (Abbreviation—Bu.),* which provides railway facilities in Burma.

There are 5 State-owned Railways managed by companies, viz.—

*The Bengal Nagpur Railway (Abbreviation—B. N.),* which connects Bengal with the Central Provinces passing through Bihar and Orissa, a small portion falling in the Madras Presidency on the main line to Madras.

*The Bombay, Baroda and Central India Railway (Abbreviation—B. B. and C. I.),* which provides railway communication in the Northern part of the Bombay Presidency and traverses the Indian States of the Rajputana Agency connecting Bombay with Delhi, a small mileage passing through Ajmere-Marwara and the southern part of the Punjab.

*The Madras and Southern Mahratta Railway (Abbreviation—M. S. M.),* which provides railway facilities in the Northern portion of the Madras Presidency and the Indian State of Mysore. The metre gauge portion of this railway caters for the settlement of Goa and the southern portion of the Bombay Presidency up to Poona.

*The South Indian Railway (Abbreviation—S. I.),* which traverses the southern portions of the Madras Presidency with a small mileage in the Madras States of Pudukkottai and Travancore.

*The Assam Bengal Railway (Abbreviation—A. B.),* which falls within the province of Assam with a small mileage in the east of Bengal.

Lastly there are two Company-owned and Company-managed Railways, viz.—

*The Bengal and North Western Railway—(Abbreviation—B. N. W.), and Rohilkund and Kumaon Railway (Abbreviation—R. K.),* which are situated north of the rivers Gogra and Ganges and cover the areas from Moradabad and Muttra on the West, to Katihar on the East. They provide transport facilities in the Provinces of Bihar and Orissa and the United Provinces of Agra and Oudh. To these two is entrusted the working of two small State-owned lines, viz., the Tirhoot Railway and the Lucknow-Bareilly Railway, respectively.

A summary of important statistics of a general nature concerning these railways, which are likely to be of interest to the Royal Commission, such as route mileage, number and cost of staff on each railway, etc., is contained in Appendix A. It will be seen that the aggregate route mileage of these railways is 34,689 miles and their total number of employees exceeds 750,000 while the annual cost of staff (inclusive of incidental charges, such as allowances, except travelling allowance, gratuities and provident fund bonuses) is Rs. 38,42,62,000 (£28·9 millions). Figures in this paragraph do not correspond with figures given in the opening paragraph to this introduction, as they do not take into account railways owned and worked by Indian States and private companies, other than the B. and N. W. and R. K. railways.

The problems affecting railway labour in India are as various as they are numerous. There are several factors peculiar to each railway which have an important bearing on the conditions of labour pertaining to that particular line. Among these are the lengths of the railway, the territories through which it passes, the climatic, ethnological and other features peculiar to those territories, the intellectual and industrial progress made by the people living therein, the scope such progress affords for the satisfactory recruitment of railway labour and the other avenues of employment open to labour. Two other factors which affect the angle from which each railway approaches its labour problems are its working agency and the financial limitations to which as a commercial concern it is subject.

The effect of these factors, is, however, partially offset by the presence of certain co-ordinating forces. Thus there is in the first place a natural tendency for each railway to be affected by any important scheme of improvement launched on an adjacent line—a tendency which is strengthened by the workmen's associations who are not slow to claim, and press for, the extension of similar schemes to their railway. Moreover, the working policy of the Indian Railways is in its broad features controlled by a central body, viz., the Railway Board, which, as representing the Government of India, exercises certain general powers under the Indian Railways Act over almost all the railways in India. Again 72% of the total route mileage of Indian Railways is owned and 45% directly

managed by the State, so that the control, financing and development of the Indian Railways as a whole falls very largely on the Government of India. Finally, another co-ordinating agency exists in the Indian Railway Conference Association to which is occasionally referred important labour questions affecting railways generally.

It is necessary, however, to bear in mind that many of the railways in India are still managed by Companies;\* that men employed on such railways are the servants of the company, and that the Railway Board are not in a position to initiate any measures for the improvement of the terms of their service except by way of suggestions to the administration concerned; and finally that a revision of the terms of service of the staff, taken over with the transfer to State control and management, of the East Indian, Great Indian Peninsula and Burma Railways, in accordance with the policy and rules applicable to State railway servants generally, must, in the nature of things, be a gradual process.

This memorandum does not pretend to be by any means exhaustive, and care has been taken not to load it with unnecessary statistics which are apt to confuse rather than to enlighten. The term "Labour" in its orthodox sense as used in this country connotes manual labour. In the absence, however, of a precise definition of the term as used in the terms of reference of the Commission, it has been considered advisable to review generally the conditions of service of all employees, except supervisory and clerical staff.

In the lower grades of railway service stand out in prominence certain classes of employees who are directly engaged in the basic operations of the railway. These classes embrace the vast majority of lower paid employees. As the Commission is likely to devote special attention to the problems affecting such classes, this memorandum describes the terms of their service at some length. The classes referred to are :—

- (a) Workshop employees.
- (b) Labour employed in mines.
- (c) Labour employed in locomotive sheds.
- (d) Labour employed on the maintenance of permanent way, *e.g.*, mates, keymen and gangmen.
- (e) Lower grades of employees at stations, such as pointsmen, shunting porters, porters, watermen, sweepers, etc.

As one of the largest employers of labour in India, the Railway Department must regard it as one of its chief concerns to promote the well-being of its staff and in the spring of 1929 the Government of India, with the sanction of the Secretary of State, strengthened the organization of the Railway Board by the addition of a Member who deals principally with problems affecting all staff generally and labour in particular. The Board hope this year, to initiate certain measures for the amelioration of the service conditions of the lower-paid employees, but in dealing with such questions they are inevitably and continually confronted with the necessity of counting the cost, which must, in the aggregate, be very considerable, and of finding the means to meet such cost. It is necessary, therefore, to proceed with reasonable caution as any wholesale revision, undertaken all

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\* N.B.—The B., B. & C. I. Railway in their Introductory Note stated as follows:—  
 "At the end of 1905 the Secretary of State under the contracts then subsisting, purchased the property vesting in the Bombay, Baroda and Central India Railway Company by paying a fixed purchase price. Government however, were not prepared to take over the direct management of the Broad and Metro Gauge Systems and they consequently handed over the lines to a new Bombay, Baroda and Central India Railway Company for maintenance and working. Although a new Company has been working the lines since 1st January 1906 no change has in reality taken place in the management which has remained the same as before with its attendant differential staff rules. Since then efforts have been made to make the conditions of service uniform on both the systems and these have been successful in the case of the leave rules and the provident fund but there still remain some differences which it has not been possible so far to entirely remove."

at once, would tend to impose an insupportable burden on the carriage of produce and passengers which is the main source from which the extra expense entailed by such schemes of improvement must ultimately be met.

It is also pertinent here to refer to one important feature peculiar to railway service which consists in the variety of concessions, other than pecuniary allowances, enjoyed by the railway staff, such as free passes, uniforms, free medical attendance, etc. This subject is dealt with more fully under the relevant items. It will suffice here to draw attention to it as it has an important bearing on the conditions of labour and on any proposals which may be made for their improvement.

## CHAPTER I.

### RECRUITMENT.

#### (1) ORIGIN OF LABOUR.

- (i) Extent of migration.
- (ii) Causes of particular streams of migration.
- (iii) Changes in recent years.

As a rule labour is available locally, though in certain provinces, *e.g.*, Sind, Baluchistan, Assam and Bengal, a considerable proportion of it consists of immigrants from distant parts of the country. The main streams of migration are from Bihar and Orissa and the United Provinces to Bengal, from the Punjab and United Provinces to Bombay, and from Bengal, Bihar & Orissa, the Central Provinces, the United Provinces and Madras to Assam and Burma. Gangmen are generally recruited from neighbouring villages except on some parts of the *G. I. P., E. B. and Bu. Railways*.

Temporary labour engaged for the construction of new lines or on large open line works is generally recruited locally or imported by contractors to whom such works are let out.

Labour for collieries is mainly recruited from the Sonthal Parganas in the Central Provinces, Orissa and the Madras Presidency. At Girdih (*E. I. Railway*) however, there is a great deal of settled labour who have their own small plots of land and employees are drawn principally from the colliery estate and contiguous villages. The *Bengal Nagpur Collieries* are situated in rural areas and both skilled and unskilled labourers are imported chiefly from the districts of Hazaribagh, Singhbhum, Manbhum, Cuttack, Ranchi and Dumka. A higher wage than the local rate has generally to be offered to skilled labourers.

A few details as to the position on individual railways is given below :—

*N. W. Railway.*—In the area served by the N. W. Railway, there are three major communities—Mohammedans, Hindus and Sikhs. The latter largely have their homes round Amritsar in the Central Punjab. Among the other two communities are considerable divergencies according to the provinces in which they live. There are also various languages and scripts, though Urdu is generally understood and English is used for administration. Amongst the employees, are, in addition to men of these three major communities, a proportion of Europeans, Anglo-Indians, Indian Christians and Parsis. While the proportion of literates in their own vernacular is small, the proportion of those literate in English is still smaller. This barrier of literacy in some ways forms a gulf as great as caste. It will thus be understood that the divergent personnel of an Indian railway introduces complications which are not found in European countries.

*E. B. Railway.*—The Engineering and Locomotive Departments which are the biggest employees of labour recruit up to 50% from men who migrate to Bengal from other provinces, chiefly Bihar & Orissa. In the other Departments the labour is local.

*E. I. Railway.*—On this railway there are certain districts through which the railway passes which have surplus labourers suitable for work on railways and the majority of its menial employees come from those districts: a man already in the service brings others from his village and offers them for employment where occasion arises.

*G. I. P. Railway.*—All permanent and temporary labour is recruited from local inhabitants except Engineering labour, a percentage of which migrates from outside Districts and Provinces to certain Divisions of the Railway.

*Burma Railways.*—Conditions as regards labour on the Burma Railways differ from those prevailing in India in that the great majority of the men employed are not natives of the province but come from India. This particularly applies to menials of all departments, permanent way staff, workshop staff, drivers, firemen, etc. In the subordinate service of the Traffic Department there is no difficulty in obtaining sufficient men from those domiciled in the country, and every endeavour is made to recruit from that source.

*B. B. & C. I. Railway.*—Labour migrates by itself under economic conditions and is generally available when and where wanted though a good number of employees come from outside. In rare cases when any large works are carried out departmentally, labour is imported, either from Gujrat or the Central Provinces.



**A. B. Railway.**—Labour is generally recruited from local inhabitants, or from up-countrymen coming to Chittagong to seek employment. When necessary to supplement the limited supply of skilled labour which is available locally, workmen are obtained from up-country with the assistance of their countrymen working in the shops. About 13% of the workshop employees consist of imported labour. In the Sanitary Department about 30% of sweepers are imported from certain districts in the United Provinces and other Provinces by Sanitary Inspectors who visit such provinces for the purpose.

## (2) CONTACT WITH VILLAGES.

### (i) Extent and frequency of return.

The comments of certain railway administrations on this subject are as follows :—

**The E. B. N. W. and R. K. Railways.**—As most of the labour on these railways is recruited locally, the disturbance of family life is not great. Men either live with their families or are able periodically to visit their homes during leave or holidays and are for the purpose allowed free passes to the extent due.

**The E. B. and A. B. Railways.**—Men recruited from outside districts and provinces generally leave their families behind in the first instance. Some of them eventually settle down in service and bring their families with them or are able periodically to visit their homes during leave or holidays. *The E. B. Railway* reports that a number return to their homes for good after a short period of service and that continuity of service is in the case of imported labour the exception rather than the rule.

**Burma Railways.**—The extent to which labour return home is not known, but many of the Indian menial staff keep their families in India due to the cost of the sea passage and because living expenses in Burma are comparatively higher. They return, however, to their homes on leave generally every 3 or 4 years. The Burman often returns to his home during harvesting, that is, once a year.

### (ii) Extent of permanent labour force.

The extent of the permanent labour force on the 1st April 1925 and 1st April 1929 as reported by Class I Railways is given below :—

**N. W. Railway.**—Number of permanent employees on the rolls of the railway on the 1st April 1925 and on the 1st April 1929 respectively (excluding gazetted officers, subordinate supervising staff, and clerical establishment employed both in administrative and executive offices) was :—

		Workshop staff including print- ing press.	Other Staff.	Total.
On 1st April 1925	.. .. .	20,029	85,457	1,05,486
On 1st April 1929	.. .. .	14,112	1,03,039	1,17,151

The number of employees in each of the following classes was as follows :—

(a) **Workshops.**—The following give the figures for labour (coming within the scope of the enquiry) employed in the various workshops on the N. W. Railway which are governed by the provisions of the Factory Act :—

Locomotive Workshops, Moghalpura	.. .. .	4,801
Carriage & Wagon Shops, Moghalpura	.. .. .	5,168
Locomotive & Carriage Shops, Sukkur	.. .. .	1,854
Wagon Shops, Karachi	.. .. .	788
Locomotive & Carriage & Wagon Shops, Kalka	.. .. .	146
Locomotive Shed Workshop, Quetta	.. .. .	78
Printing Press, Moghalpura	.. .. .	448
Clothing Factory, Moghalpura	.. .. .	40
Signal Shops, Lahore	.. .. .	850
Crescenting Sleeper Depot, Dhilwan	.. .. .	199
Gas Factory, Karachi	.. .. .	76
Bridge Workshops, Sukkur	.. .. .	119
Bridge Workshops, Jhelum	.. .. .	698
Electrical Workshops and Gas Factory, Moghalpura	.. .. .	519
Total	.. .. .	15,784

**N.B.**—The above figures include all temporary staff employed in workshops and printing press governed by the provisions of the Factory Act.

(b) Labour employed in each colliery

Nil.

(c) Labour employed in locomotive sheds at train examining stations and under divisional electricians, on the N. W. Railway was :—

In locomotive sheds .. .. .	13,661
At train-examining stations .. .. .	4,748
Under divisional electricians .. .. .	814

(d) Labour employed in the maintenance of permanent-way .. 29,797

(e) Labour employed as gate keepers .. .. . 2,274

(f) The number of Inferior employees employed at stations such as porters, pointsmen, watermen, sweepers, etc. 14,184

*E. I. Railway.*—The total number of permanent employees on the rolls of the whole of the East Indian Railway was on 1st April 1925 1,64,393, and on 1st April 1929, 1,35,906.

Number of permanent employees on the rolls of the Railway on—

	1st April 1925.	1st April 1929.
<i>Mechanical Department—</i>		
Jamalpur Workshops .. .. .	11,472	10,615
Lillooah Workshops .. .. .	13,412	10,535
Lucknow Loco. Workshops .. .. .	2,541	2,704
Lucknow Carr. & Wagon Workshops .. .. .	2,969	3,175
Electrical Department .. .. .	2,043	2,382
Stores Department .. .. .	2,000	2,304
Printing Department .. .. .	621	607

Number of permanent employees on the rolls of the Railway in the Operating Department are given for each Division separately :—

	On 1st April 1925.	On 1st April 1929.
Howrah .. .. .	18,461	20,036
Asansol .. .. .	19,564	21,803
Dinapore .. .. .	13,000 (approx.)	14,541
Allahabad .. .. .	15,728	14,608
Lucknow .. .. .	9,689	9,770
Moradabad .. .. .	9,443	12,083
Total .. .. .	85,885 (approx.)	92,841

The numbers of employees of certain selected classes are given below :—

(b) Labour employed in sheds .. .. . 15,379

(c) Labour employed on the maintenance of Permanent-Way—

Keymen .. .. .	1,616
Mates .. .. .	1,825
Gangmen .. .. .	19,574

(d) Number of Gate-Keepers .. .. . 3,014

(e) Inferior employees such as porters, pointsmen, watermen, sweepers, etc. .. .. . 9,226

*G. I. P. Railway.*—The numbers of permanent employees on the rolls on 1st April 1925, and on the 1st April 1929, exclusive of officers, supervising and clerical staff were as follows :—

				1st April 1925.	1st April 1929.
Workshop staff	..	..	..	18,518	18,209
Other Departments	..	..	..	65,453	71,527
Total				83,971	89,736

The numbers of employees in each of the classes named are as follows :—

(a) Labour employed in each of the workshops—					
Locomotive workshops	..	..	..	..	6,600
Carriage & Wagon workshops	..	..	..	..	7,291
Electrical	..	..	..	..	812
Engineering	..	..	..	..	3,506
(b) Labour employed in each colliery	..	..	..	..	Nil.
(c) Labour employed in shops	..	..	..	..	3,509
(d) Labour employed in the maintenance of permanent way					21,218
(e) Gate keepers	..	..	..	..	1,530
(f) Inferior employees at stations such as porters, pointsmen, watermen, sweepers, etc.	..	..	..	..	7,930

*Burma Railways.*—The following was the total number of permanent subordinate employees on—

1st April 1925.	1st April 1929.
25,573	29,212

Below is given the number of employees in each of the classes named :—

(a) Labour employed in each of the workshops :—					
Signal Engineering workshops	..	..	..	..	161
Loco. shops at Insein	..	..	..	..	1,395
Carriage & Wagon Shops at Mytinge	..	..	..	..	2,570
Telegraph workshops	..	..	..	..	28
(b) Labour employed in each colliery	..	..	..	..	Nil.
(c) Labour employed in sheds—					
(Mechanical, cleaning, coal and carriage and wagon)	..				2,311
(d) Labour employed on the maintenance of permanent-way					9,329
(e) Gate keepers—					
Engineering	..	..	..	..	538
Traffic	..	..	..	..	225
(f) Inferior employees at stations such as porters, pointsmen, watermen, sweepers, etc.—					
Loco. Department.—Labourers at sheds and on line (excluding cleaners and semi-skilled)	..	..	..	..	1,081
Traffic Department (exclusive of gate keepers)	..				2,378
Medical Department	..	..	..	..	522

*B. B. & C. I. Railway.*—The total number of Permanent employees on the rolls of the railway was :—

On 1st April 1925	..	..	..	..	72,052
On 1st April 1929	..	..	..	..	71,719

*Note.*—The reduction is generally due to the smaller number of men now engaged in the Loco. and Carriage shops at Bombay and Ajmer.

The number employed in each of the following classes is as follows :—

<i>Loco. Department.</i>			
<i>Netre Gauge.</i>		<i>Broad Gauge.</i>	
(a) Ajmer Central Shops	4,541	(a) Parel Workshops	5,833
(b) District Workshops	420	(b) Loco. Running Sheds	4,705
(c) In Sheds	2,629	(c) Carriage & Wagon Depots	2,003
(d) Gate keepers and			
(e) Watchmen	143		
(f) Inferior employees	3,969	Total	12,341
Total	11,702		

<i>Stores Department.</i>			
(a) In workshops (Mahalakshmi)	..	..	30
(b) Gate keepers	..	..	4
(c) Watchmen	..	..	61
		Total	95

<i>Electrical Department.</i>			
(a) In workshops	..	..	830
(b) In sheds	..	..	12
(c) Outstation staff on train and station lighting	..	..	370
		Total	1,212

<i>Carriage &amp; Wagon Department—Metre Gauge.</i>			
(a) In shops, Ajmer	..	..	5,330
(b) On the line for repair, cleaning, etc. (excluding menials)	..	..	1,028
(c) Gate keepers	..	..	3
(d) Employed on line for repair, cleaning, etc., who are classed as menials	..	..	633
		Total	6,994

<i>Traffic Department.</i>			
(a) Gate keepers	..	..	2,725
(b) Traffic station menial staff	..	..	9,209
(c) Station—Watch and Ward Staff	..	..	1,690
		Total	13,714

<i>Engineering Department.</i>			
		<i>Metre Gauge.</i>	<i>Broad Gauge.</i>
(a) In workshops	..	Nil.	1,539
(b) On maintenance of P. Way	..	7,436	6,923
(c) Gate keepers	..	1,261	799
Total	..	8,697	9,261

*M. S. M. Railway.*—The number of permanent employees on the rolls of the railway on the 1st of April 1925, and on the 1st of April 1929, was as follows :—

	1925.	1929.
(a) Workshops and Printing Press	12,109	12,412
(b) Others, including Running Staff, etc.	32,978	34,577

Extent to which labour is employed in particular classes is as follows :—

Workshops	{ Engineering	1,309
	{ Electrical Engineering	711
	{ Mechanical	10,406
Sheds	{ Contoller of Stores	400
	{ Transportation Department (Power)	6,206
Maintenance of permanent-way		13,569
Gateman	{ Between stations	575
	{ At stations	999
Inferior employees at stations, such as porters, point-men, watermen, sweepers, etc.		5,331
Total		39,514

*S. I. Railway.*—The number of permanent employees on the rolls of the railway on 1st of April 1925, and on 1st of April 1929, respectively, is given below :—

On 1st April 1925	..	..	..	..	31,406
On 1st April 1929	..	..	..	..	35,425

The number employed in each of the following classes on 1st October 1929 is as follows :—

(a) Labour employed in workshops	..	..	..	5,878
(b) On maintenance of permanent-way	..	..	..	9,592
(c) In Loco. Sheds	..	..	..	4,864
(d) In lower grades at stations excluding gatemen	..	..	..	8,301

*A. B. Railway.*—Number of permanent employees on the rolls of the Railway are as follows :—

On 1st April 1925	..	..	..	..	10,334
On 1st April 1929	..	..	..	..	14,406

These figures do not include officers, senior subordinates, office staff or staff on construction.

The number of employees in the following classes :—

(a) Labour employed in each of the workshops—

Locomotive Dept. (Pahartali Workshops)	..	..	2,400
Engineering Dept. (Chittagong Workshops)	..	..	173
Traffic Dept. (Chittagong Workshops)	..	..	7
Stores Dept. (Pahartali Workshops)	..	..	12

(b) Labour employed in each colliery	..	..	Nil.
(c) Labour employed in sheds (includes 700 running staff)	..	..	1,946
(d) Labour employed on maintenance of permanent-way	..	..	4,353
(e) Gate-keepers	..	..	159
(f) Inferior employees at stations such as porters, pointsmen, watermen and sweepers, etc.	..	..	1,565

*B. N. W. and R. K. Railways.*—The number of permanent employees on the rolls of these railways was :—

				B. N. W.	R. K.
On 1st April 1925	..	..	..	13,772	5,652
On 1st April 1929	..	..	..	15,622	5,926

*E. B. Railway.*—Number of permanent staff on the rolls of the railway (other than clerical and supervisory staff) was as follows :—

On 1st April 1925	..	..	..	..	42,000
On 1st April 1929	..	..	..	..	45,300

*B. N. Railway.*—The total number of permanent staff on the rolls of the railway, excluding clerical and supervising staff, was as follows :—

On 1st April 1925	..	..	..	..	55,272
On 1st April 1929	..	..	..	..	65,830

The labour employed in collieries in October 1929 was as follows :—

	Administration.	Depart- mental.	Con- tractors.
E. I. Railway	..	..	..
B. N. Railway	..	..	..
Chief Mining Engineer	..	..	..
Total	..	7,657	17,872

### (3) METHODS OF RECRUITMENT.

#### (i) Existing methods.

**WORKSHOP EMPLOYEES.**—Unskilled labour is recruited once or twice a month according to requirements from among men who present themselves at the workshops. The supply of candidates for employment is, as a rule, plentiful. The candidates are generally appointed by the Works Manager on the recommendation of the foreman.

Semi-skilled labour is, as a general rule, recruited by promotion from among unskilled labourers who qualify for such promotion after rendering some service and acquiring partial skill in a particular trade. Sometimes, however, it is recruited direct from the market in the same manner as unskilled labour.

Skilled labour is recruited from three sources. Some are appointed by promotion from semi-skilled classes. Others are recruited from the open market from among men trained in a particular trade, the system of recruitment being the same as adopted for unskilled and semi-skilled labour. A proportion is also recruited by a system of apprenticeship under which men who are semi-literate and possess a reasonable degree of intelligence are appointed as apprentices in lower grades and trained in the shops for periods varying from four to six years.

On the *N. W. Railway*, the recruitment of artisans or labourers in the mechanical shops at Moghulpura is arranged by Labour Bureaux, which with the Assistant Works Manager and the Foreman of the shop for which the men are required, make a selection. The men selected are then given a test in the test-house, under the supervision of the assistant employment officer who makes the appointments and rates the men according to their ability. This system has improved the class of men appointed as compared with the previous system of recruitment and rating by the foremen.

On the *B. N. Railway* applicants appearing for appointment as mechanics are put to a practical test on the particular type of work they wish to take up, and they are engaged and rated according to the skill they display. Such practical tests are carried out under the supervision of Workshop Foremen and Running Shed Foremen. In the case of daily rated labour for Workshops in Khargpur, recruitment is arranged through the Personnel Officer on requisitions submitted by Foremen, through the Works Managers, to fill vacancies occurring in the various Shops. The work and qualifications of Running Staff (Drivers, Shunters, Firemen and Khalasies) are reported on during probationary periods by Loco. Foremen, Loco. Inspectors, Fuel Inspectors and Boiler Inspectors.

**APPRENTICES.**—Apprentices are also appointed in the higher grades who qualify after a course of training ranging from four to six years for the posts of journeymen and chargemen in the shops. A limited number is engaged every year for this purpose and the men are given courses of theoretical and practical training, the former generally in Government technical institutes and the latter in the railway shops. Practical training is given, as a rule, in one particular trade, although higher grades of apprentices are also taken through other shops and given a general training.

Apprentices are generally engaged on incremental rates of pay varying according to the grade in which they are placed. Men in higher grades are generally matriculates or undergraduates, and are selected by a selection board or the head of the department in accordance with the rules in force on the railway concerned. On some railways, e.g., the *E. B. Railway* they are required to have passed the examination of the Provincial Board of Control for apprenticeship. The *B. B. & C. I. Railway* entertains fifty-two. A grade; one E grade and thirty-six F grade apprentices and pays a bonus ranging from Rs. 50 to Rs. 150 to apprentices on completion of training. On the *G. I. P. Railway* a few "premium" apprentices are also recruited in a selection grade. These pay a premium of Rs. 100 per annum. On the *N. W. Railway* the higher class apprentices draw no pay.

A point of interest to which attention is drawn by the *M. S. M. Railway* is the extent to which that Railway avails itself of the facilities provided by the Government in the areas served by it. In the Mechanical Department, Railway employees' sons, who it is intended should later be trained as Apprentices, are given a 3 years' course in the Government Preparatory Trades School, Madras, at the cost of the Railway. The education is general, but specifically directed to training them in subjects which prove useful when their Apprenticeship is being undertaken. In the Power, Lighting and Electric Telegraph Departments, "A" and "B" Grade Apprentices are required to attend the Trades School, previously referred to, but it is optional with "C" Grade Apprentices. The Railway provides Instrument Boxes, and allows one full day "off" with pay per week, and in addition advances the School Fees.

Apprentices are not given any guarantee of appointment on completion of their course, but their number is fixed with regard to the anticipated requirements, so that it is generally found possible to provide for a reasonable number at the end of their apprenticeship.

**PRESS EMPLOYEES.**—Trained men who have had previous experience in local presses are usually available for employment in railway presses whenever required. On some railways, e.g., the *B. N. W. Railway*, the majority of compositors, machinemen, binders, etc., have been trained and promoted in the railway service. On the *N. W. Railway* the candidates are tested and rated according to their ability by the Superintendent, Printing and Stationery. On the *M. S. M. Railway* recruitment is from the most suitable applicants after practical test, and the attainment of a minimum standard cannot be insisted on. No system of Apprenticeship is in force, but every effort is made to improve the efficiency of men holding key appointments, by giving them special individual attention.

**LABOUR EMPLOYED IN THE CIVIL ENGINEERING DEPARTMENT.**—Unskilled labour in this department consists mainly of gangmen who are generally recruited by the permanent-way inspector from neighbouring villages and from among the relatives of gangmen. Another large class of unskilled labour consists of gatemen. The duties of these men being generally of a very light character, they are often recruited from among railway employees who are partially disabled by injuries sustained on duty or who are otherwise physically unfit for strenuous work.

Semi-skilled labour generally consists of keymen, bellowsmen, hammermen, etc. The keyman is among them the most important class. He is promoted from among those gangmen who are smart and intelligent.

Skilled labour consists of carpenters, blacksmiths, painters, etc. These are partly recruited in the open market by the permanent-way inspector or the works subordinate concerned. Novices are also appointed to learn the work and then promoted to higher grades. The aptitude for certain trades (e.g., carpenter) is hereditary and a mistry or carpenter often brings his son who starts as a learner and finishes as a skilled workman. The mate in charge of each gang ranks as skilled labour. He is generally a promoted keyman, and supervises the work of gangmen.

**LABOUR IN THE COMMERCIAL AND TRANSPORTATION BRANCHES.**—Unskilled labour in these branches consists of porters, watermen, lampmen, chowkidars, sweepers, etc. The supply of candidates is generally ample. The recruitment is generally made by Traffic Inspectors or station masters.

Semi-skilled labour consists of pointsmen, signalmen, shunting porters, etc. These classes are required to possess technical knowledge adapted to the needs of the railway and they are generally recruited from among the unskilled classes who have been trained and tested. Occasionally—and this more particularly at large stations—men with a fair degree of intelligence are recruited from outside, preferably those who can read and write in the vernacular and can read numerals and block letters in English. These are trained for the work required. Promotions from the unskilled to semi-skilled grades, and also recruitment from outside to these semi-skilled grades, are initially made by Traffic Inspectors or senior subordinates and confirmed subsequently by the District Officer.

Skilled labour consists of (a) blacksmiths, carpenters, painters, etc. The method of recruitment is the same as in the Engineering Department and is carried out by the senior subordinate of the Branch concerned. (b) line and pilot jamadars, shunting jamadars and cabinmen who are promoted from the semi-skilled grades named above. A jamadar may qualify for promotion to the grade of brakesman.

Signallers, Assistant station Masters, Guards, Coaching, Goods, Luggage and Parcel Clerks. Candidates for these grades, who on most railways are required to have passed the matriculation examination, are examined in general subjects, e.g., English composition, dictation, arithmetic, etc., and then interviewed with reference to their physique and general aptitude. Those who are appointed are given a training on the railway, which in some cases, e.g., signallers, includes a course in one of the railway schools, specially provided for the purpose, on principal lines. A final examination is held before confirmation. On some railways, e.g., *E. B. and S. I. Railways*, these classes are recruited from among men trained in privately run schools recognised by the railway. On the *B. B. & C. I. Railway* candidates, who are sons, brothers and sons-in-law of Railway employees, are required to have studied up to Matriculation or other equivalent standard but other candidates must have passed Matriculation or other equivalent examination. On the *M. S. M. Railway* brakesmen are recruited from the lower grades and are given

a short practical training; guards are recruited from brakemen, assistant station masters from guards and sometimes from the clerical staff, and signallers from block operators. In each case promotion is dependant upon passing the prescribed course of training in the Traffic Training School. On the *B. N. Railway* no definite minimum qualifications are laid down for any class of Traffic staff, with the exception of candidates for the Telegraph Training School at Khargpur. Such candidates, who are not relatives of employees, are accepted for a competitive entrance examination in general subjects, only if they have previously passed the Matriculation Examination of an Indian University. This standard has been fixed to assist in selection owing to the large number of applications received. Much importance is not however attached to the fact of their being Matriculates and this is not insisted on in the case of relatives of employees. Instruction at the Telegraph Training School has now been extended to a senior course, lasting 9 months instead of 6 months, for such candidates as desire a training in the duties of Assistant Station Master as well as in those of Signaller. The average number of candidates under training is 50. In all other classes of Traffic employees, each application for employment is treated on its merits, and in relation to the certificates of educational qualifications submitted with it, but no definite minimum qualifications are laid down.

In the *S. I. Railway*, Traffic Department, for appointment as booking clerks, parcel clerks, signallers, train clerks, etc., students who have passed through a privately run training school at Trichinopoly, which is recognised by the Company, are given preference. Men with recognised educational qualifications or previous railway experience are, however, recruited direct in certain cases for these appointments and also as probationary guards and pro-assistant station masters.

Drivers, Shunters, Fireman, Fitters and Cleaners, etc.—Cleaners are recruited in locomotive sheds by the Loco. Foreman concerned from among men who present themselves for appointment. The principal qualifications are physique, good eyesight and ordinary intelligence, preference being given to those who can read and write. They are taught to clean the engine and a percentage of the cleaners so trained as well as of qualified fitters are promoted to the grade of firemen. Firemen are also recruited direct by the appointment of educated youths of good physique who are specially trained for the work. After some service a fireman may qualify by passing an examination for promotion to shunter, who, in turn, is required to pass a test to be eligible for promotion to driver. On the *E. B. Railway* rules for the recruitment of drivers, shunters, firemen, etc., have been recently revised.

**STORES DEPARTMENT.**—Labour in this department largely consists of coolies who are recruited locally by the subordinates concerned from among men who apply for employment. Skilled labour forms a small proportion of the total force and is recruited in the open market or from men trained in the shops.

**MEDICAL DEPARTMENT.**—Sub-assistant surgeons are obtained from the various Government medical schools. Compounders are recruited from men who have been trained at Government schools or at private hospitals and have obtained the prescribed certificate. Fairly well qualified men are obtained for these posts, and appointments are made on some railways, *e.g.*, *E. B. Railway*, by a selection committee.

**LABOUR EMPLOYED ON RIVER FERRIES.**—The *B. N.*; *E. B.* and *B. & N. W. Railways* operate certain wagon and passenger ferries. The numbers of staff employed are few and no difficulty is experienced in recruiting them locally. The crews of the ferry steamers, pontoons and launches are recruited through the serangs. The ladder of promotion is deck coolies, sukkanies, serang, commander. In the Engine-room the cleaners may go up to the grade of fireman and then on to driver.

The serangs and drivers are required to possess certificates issued by the port authorities under the Inland Steam Vessels Act. The sukkanies and tindals are allowed to appear for serang's and driver's examination held in the local port office, and the facilities for attaining the necessary qualifications are adequate.

**WATCH & WARD DEPARTMENT.**—Recruitment for the chowkidars or watchmen class is made by the subordinates concerned from such candidates as offer themselves for appointment. On some railways this class is divided into two classes:—(a) Ex-army men who are a disciplined class, and (b) other candidates who are physically fit and otherwise suitable. The supply of recruits is adequate.

**METHODS OF RECRUITMENT SUMMARISED.**—Labourers.—Labourers on railways generally begin life in the unskilled grades, *e.g.*, as gangmen in the engineering, or as porters in the Traffic department, as cleaners in sheds or as coolies in shops. For these grades the only qualification required is good physique and a modicum of intel-



ligence. The initial recruitment is generally carried out by the subordinate concerned, and as a rule, the appointment is confirmed by the District Officer.

A percentage of unskilled workmen pick up work according to their ability and qualify for the semi-skilled grades such as keymen in the Engineering, or pointmen or shunting porters in the Traffic department, firemen in sheds and hammermen, oilers, etc., in shops.

Through these intermediate grades a limited number rise by further experience and training on the occurrence of vacancies to skilled grades such as mates, jemadars, shunters and artisans. Of the latter the more promising may eventually qualify for the still higher grade of mistry. A literate mistry may aspire to rise to the post of sub-inspector, overseer or chageman.

Thus semi-skilled and skilled labour is mostly recruited from among men trained in the Railway Department. This is specially true of classes employed on skilled work peculiar to railways, e.g., pointmen, shunting porters, cabinmen, firemen, etc.; in other cases, e.g., carpenters, blacksmiths, etc., a proportion is recruited in the open market. Labour is mostly drawn from the rural areas. The growth of industrialisation and the spread of apprenticeship system are, however, slowly helping to consolidate an industrial class whose home is in the city. The age of recruitment varies from 18 upwards.

**LITERATE CLASS.**—For the higher grades consisting of literate employees; candidates, who have generally studied up to and passed the matriculation examination, and are between 17 to 21 years of age are selected by an individual officer, who is the appointing authority, or on some railways by selection boards. They are trained at railway schools, except where recognised schools run by private agencies are able to supply suitable recruits. A system of apprenticeship is also in vogue on certain railways under which candidates with suitable educational qualifications are given technical training as apprentices for such grades as firemen, assistant permanent-way inspectors, bridge inspectors, train examiners, etc.

In the literate classes care is taken to avoid a preponderance of any particular community by generally reserving one-third of the vacancies for men selected from among the minority communities of the province.

*On the N. W. Railway.*—Candidates for posts controlled by divisions are selected by divisional selection boards while those for posts controlled by the Headquarters office are selected first by divisional selection boards and finally by a central selection board at Lahore. A selection board consists of three officers, one of whom is a personnel officer, and another an officer of the branch in which the vacancies have occurred. This system has proved of great value to the administration and has raised the standard of recruitment; it has also proved more satisfactory to the ordinary candidate who is without influence. A similar system is in force in the Medical and Traffic Departments of the *E. B. Railway* and is in course of extension to other departments of the railway.

On all railways candidates for employment are examined by a railway medical authority before appointment. As several branches of railway activity affect the safety of the travelling public, the medical test, particularly with regard to eyesight, is rigorous in the case of men recruited for such branches of work. The supply of candidates for employment is, as a rule, ample. In special seasons of agricultural activity, however, higher rates have to be offered to attract coolies or other labourers engaged as a temporary measure. Other things being equal, preference is given to the relatives of railway employees who have rendered long and approved service.

**COLLIERIES.**—Labour for collieries is generally recruited through the agency of contractors who pay all charges such as railway fares and advances. From December to March the supply of labour is adequate, but in other months recruitment is more difficult. The Chief Mining Engineer reports that this method of recruitment has not adversely affected the material and moral well-being of the workmen.

At Giridih (*E. I. Railway*) there is a good deal of settled labour and miners are recruited direct from the colliery estate and contiguous villages. Labour for the workshops at the Giridih and Bokaro coal-fields is recruited from among apprentices trained partly in the workshops and partly in the industrial schools attached to the workshops.

**TEMPORARY LABOUR FOR THE CONSTRUCTION OF NEW LINES OR FOR LARGE OPEN LINE WORKS.**—The bulk of such labour is employed by contractors, who generally import men according to requirements from recognized labour sources. The men are the employees of the contractors, but the railway engineer fixes the site of labour camps and controls the sanitary arrangements, etc.

**RECRUITMENT FOR BURMA.**—The problem of recruitment in Burma presents peculiar difficulties. As already stated under item (1), manual labour in all departments as well as a large percentage of permanent-way and locomotive staff is recruited from among Indians who have migrated to Burma. It is, however, satisfactory to note that the practice of recruiting through a middleman, common in Burma, is not in vogue on the railways.

### (3) METHODS OF RECRUITMENT (continued).

#### (ii) Possible improvements.

(a) The system of recruitment by Selection Boards or Committees is now being more generally adopted on railways for the recruitment of staff to fill those categories classed as literate and also to fill classes in which employees start as apprentices. This system appears to eliminate all possibilities of personal bias, or favouritism.

(b) In workshops and the larger stations and at Locomotive running sheds, the recruitment of workmen—unskilled, semi-skilled and skilled—can be readily made by very similar methods through the medium of Labour Bureaux incorporating the Selection Board system with the tests of technical skill. A start has been made on the *N. W. Railway* as described above.

(c) On the line where low-paid staff—unskilled, semi-skilled and skilled—are spread over long distances the question of improving the methods of recruitment at present adopted presents a more difficult problem. The introduction of any system of the Selection Boards would be too cumbersome and the expense, in addition, would be prohibitive. So for the present it is apparent that the responsibility for recruitment will have to remain in the hands of the immediate supervising subordinates.

Although there may be no possibility of improving first recruitment it may, however be possible to safeguard the new recruit to a greater extent than at present by the inauguration of Labour Bureaux for low-paid line staff to watch over his interests while in service. An experiment on these lines is now being made on the *N. W. Railway*.

The *S. I. Railway Administration* remarks that while the existing method of recruitment produces on the whole a satisfactory labour force, there are, I fear, many cases in which the subordinates who are authorised to recruit, take bribes from the men they employ. This is a difficult problem to solve, more particularly as the labourer looks upon it as a "mamool", i.e., custom, and is quite prepared to pay. An improvement in this direction would be a great advantage.

#### (iii) Public employment agencies

##### (a) Desirability of establishing, (b) Possibility of practical schemes.

Railways have found it neither desirable nor necessary to employ public employment agencies.

### (4) EXTENT AND EFFECTS OF DISTURBANCE OF FAMILY LIFE.

Except in the following cases, the staff, as a rule, live with their families:—

(a) Men recruited from distant provinces who do not generally bring their families until and unless they have settled down in railway service.

*Note.*—The menial staff on the Burma Railways who are recruited mostly from among Indians generally keep their families in India. This results in a considerable turnover among the staff and also a serious disparity in the sex ratio.

(b) Staff stationed at isolated places where the ordinary amenities of life, e.g., schools for children, etc., are not available.

(c) Men stationed at places where conditions of life are unsettled, e.g., on frontier sections.

- (d) Relieving staff who for the periods they are on relieving duty send their families to their homes.
- (e) Employees recruited from neighbouring villages who live at the site of their work and visit their families on Sundays or holidays.
- (f) Menials at large stations, including temporary labour and gangmen, who find the accommodation inadequate for their families.
- (g) A proportion of employees stationed in large towns where accommodation is scarce and costly.

*Note.*—Where employees live single, the grant of free passes enables them to visit their families occasionally. The E. B. Railway give passes for this purpose on a liberal scale.

The above examples give some idea of the extent to which family life is disturbed owing to the conditions of work on the railways. In many cases the causes of this disturbance is inseparable from the nature of the work, but it is not considered that it effects more than a percentage of the staff.

The B. N. Railway reports that the standard types of married quarters, on that railway, allow of employees living with their families and it can be accepted, as a general rule, that employees on the permanent establishment have their families to live with them.

## **(5) RECRUITMENT OF SEAMEN.**

- (i) Existing practice.
- (ii) Effect of changes introduced in Calcutta.
- (iii) Suggestions for improvement.

The recruitment of the small ferry staff which is employed on some railways in connection with ferry traffic has been dealt with under item (3).

The changes introduced in Calcutta in connection with the recruitment of Seamen have not in any way affected the recruitment of staff for employment on ferries worked by the E. B. ; B. N. and B. & N. W. Railways. The method of recruitment for such staff, now in vogue on these railways, appears to be quite satisfactory as complaints are rare.

## **(6) RECRUITMENT FOR ASSAM.**

- (i) Need of retention of control.
- (ii) Administration of present system.
- (iii) Composition and working of Assam Labour Board.
- (iv) Defects of existing Act and System.

### **(v) Possible substitutes.**

This question does not directly concern the Railway Department. Two railways E. B. and A. B. Railways—run partly through the province of Assam but no acute difficulties are experienced by these railways.

## **(7) UNEMPLOYMENT.**

- (i) Extent and character.

No authentic information under this head is available on railways. It would however, appear from the number of applications received that unemployment is common among middle class educated men.

## (ii) Extent to which caused by—

(a) Retrenchment or dismissals, (b) Voluntary retirement, (c) Other causes.

The number of men discharged during the last five years on some of the principal railways for which statistics are available is as follows :—

Railway.	Workshop Staff.		Other Staff.		Total discharged annually.	Annual turn-over.
	Discharged otherwise than under reduction.	Discharged under reduction.	Discharged otherwise than under reduction.	Discharged under reduction.		
N. W. ..	2,524	3,760	8,487	410	3,060	2·6%
E. B. ..	7,400	88	2,253	254	2,017	3·9
E. I. ..	7,069	714	7,467	380	2,726	1·8
B. N. ..	2,000	2,000	896	39	987	1·3
B. B. & C. I. ..	4,884	1,154	9,807	248	3,219	4·5
A. B. ..	20	340	48	23	Negligible.	

Railways other than those given above, give figures for shorter periods or else give incomplete figures. These are as follows :—

Railway.	Workshop Staff.		Other Staff.	
	Discharged otherwise than under reduction.	Discharged under reduction.	Discharged otherwise than under reduction.	Discharged under reduction.
Bu. .. ..	513 (3 years).	139 (3 years).	2,149 (4 years).	193 (4 years).
G. I. P. (one year only)	1,279	27	6,988	549
M. S. M. .. ..	Not available	332	..	3
E. I. .. ..	1,382	1,210	..	..
B. & N. W. ..	No information available.		-	
R. K. (Locomotive) ..	205	..	..	..

In the case of workshop employees the average number of discharges in a year is 6·5% on the *E. I. Railway*, 8% on the *N. W. and G. I. P. Railways* and 12 % on the *E. B. Railway*. The two chief causes of discharges are (a) unauthorised absence and (b) reduc-

tion of staff on certain railways (e.g., N. W., B. N. and S. I. Railways) as a result of the introduction of improved workshop methods on the lines suggested by the State Railway Workshop Committee in 1928.

The extent to which unemployment is caused by voluntary retirement or other causes is negligible.

The G. I. P. Railway states that the information required is not available for five years, nor in regard to each class, but the following statement gives the approximate total of all classes for the year ended 31st March 1929, together with figures of those who resigned voluntarily:—

	Discharged for offences.	Discharged for unauthor- ized absence.	Discharged on reduction of estab- lishment.	Resigned.	Total No. of staff, permanent and Temporary excloding officers.
	<i>Workshops and Printing Presses.</i>				
	67	1,212*	27	204	16,750
	<i>Others, including Running staff, etc.</i>				
Engineering ..	78	4,183	485	914	52,224
Transportation	157	1,729	11	331	35,931
Commercial ..	261	210	5	254	7,641
Stores ..	1	306	48	3	1,356
Total ..	497	6,491*	549	1,502	97,155

\* The majority of these numbers represent low-paid staff who have been registered as discharged for leaving the service without notice, and are of the casual labour class.

#### (7) UNEMPLOYMENT—(continued).

##### (iii) Possible methods of alleviating and remedying distress.

The whole question of insecurity of service and appeals has recently engaged the attention of the Government of India. This was one of the subjects discussed at a meeting held in May last between the Railway Member of the Government of India and a deputation of the All-India Railwaymen's Federation.

The Railway Board have recently issued rules regulating the discharge and dismissal of non-gazetted staff on State-managed Railways (Appendix B). The principal features of these rules are:—

- Power is reserved to senior officers to dismiss, and to responsible officers or subordinates to discharge employees;
- Before passing an order of discharge on reduction of establishment or for inefficiency, the competent authority is required to consider the desirability of employing the railway servant concerned usefully in any other place or position;
- Special safeguards are provided in the case of men who have completed 10 years' continuous service, and no such employee may be discharged for inefficiency unless specific failures have occurred on his part for which he has been given a written warning and punished with the stoppage of an increment or by reduction of his pay within the last 2 or 3 years of his service; nor may such an employee be discharged for an offence without serv-

ing a formal charge sheet on him and recording and considering his written explanation ;

- (d) Appeals have to be considered carefully and except in respect of appeals addressed to the Agent who may entrust their disposal to an Officer of not lower rank than Deputy Agent they are to be disposed of personally by the officer to whom they are addressed. *In no case and in no sense is an appeal to be treated as a mere formality.*

Other methods of alleviating and remedying distress caused by unemployment are as follows :—

- (a) On several railways registers of men discharged on reduction of establishment are maintained and lists of such men are exchanged with other departments and sometimes with other railways. Registers are similarly maintained of men who are surplus to requirements with a view to absorbing them elsewhere at the earliest opportunity.
- (b) On the *B. N. Railway* an employment officer has recently been sanctioned for the recruitment of labour to fill vacancies occurring in the various shops. This officer checks all cases of dismissals or discharges to ensure security of service and hears from the men their version of the reason why they are leaving their appointments. The Employment Officer also maintains a register of employees who were discharged when the strength of the workshop labour force was largely reduced about two years ago and who desire to obtain re-employment.
- (c) On the *N. W. Railway* where an employment officer is also provided, a notable advance has been made in this direction by opening labour bureaux at the Moghalpura Shops, one of the duties of which is to examine reasons for discharges and dismissals with a view to preventing unfair treatment. In connection with these bureaux a labour exchange has been established for the purpose of absorbing staff surplus in certain branches of the railway, by transferring them to other branches where such staff are required. The labour exchange maintains lists of mechanical and electrical staff who are surplus both in the workshops and on the divisions, and no recruitment of staff is permitted until a reference has been made to the labour exchange. In addition to the above, a list of staff discharged due to reduction of establishment is maintained, with a view to re-employing them when necessary. Since its establishment in November 1928, the labour exchange has been instrumental in absorbing in the permanent establishment 117 surplus employees and in re-employing 109 employees who were discharged on reduction of establishment.

#### (iv) Unemployment Insurance.

This matter has not yet been examined by the Railway Board.

The *M. S. M. Railway* states that the Company does not provide Unemployment Insurance as such, but as the majority of employees are made compulsory subscribers to its Provident Fund, definite temporary relief, is provided to those who become unemployed.

#### (v) Application of International Conventions relating to unemployment.

No remarks.

### (8) LABOUR " TURNOVER ".

#### (i) Average duration of employment.

#### (ii) Extent of casual employment.

The average workman in all industrial undertakings in India is primarily an agriculturist with all the attributes of one. He clings to the village connection and even when employed in industry, often retains his plot of land. He is also of migratory habits and frequently leaves his occupation to revert to agriculture. Among all classes of railway workers the gangman is pre-eminently an agriculturist. His interest in his work

is evanescent. During seasons of sowing and harvesting he returns to his village to look after his plot of land.

At the same time there is no doubt that the above conditions are gradually changing and that the labour "turnover" on railways is not so excessive as formerly. In many grades of staff it is not appreciable now except in certain areas where special conditions prevail and it will probably decrease in all grades with the spread of education, the development of welfare activities and the emergence of a true industrial class. Conditions on various railways are described below.

*The E. B. Railway.*—Employment of staff, except in the lowest grades, is generally of a fairly permanent nature. In the case of the lowest grades the duration of employment is considerably shorter, partly due to the staff not being settled in the province, and partly due to staff being attracted away by the higher rates paid for casual labour during the jute season and on account of the ease with which low-paid labour can obtain work.

*The Bu. Railways.*—The average duration of employment is approximately 10 years. Casual labour is employed only for temporary works and does not form a very large percentage.

*The M. S. M. Railway.*—The average duration of employment is 17 years in the Engineering Department, 8 years in the Electric Department and 18 years in the Mechanical Department. Figures for the other departments are not available. The extent of casual employment is about 13% in the Engineering Department, 3% in the Electrical Department and nil in the Mechanical Department.

*The S. I. Railway.*—The employment of casual labour is limited to large Engineering works for which labour is usually recruited by contractors. Otherwise an employee who is engaged on the permanent staff of the railway continues in the service until he attains the age of superannuation provided he is physically fit and is not discharged for any special reason.

*The B. N. W. and R. K. Railways.*—The duration of employment generally extends up to the age of 55 years and the extent of casual employment is negligible.

### (8) **LABOUR TURNOVER**—(continued).

#### (iii) **Absenteeism**—

- (a) **Extent, character and causes,**
- (b) **Seasonal or otherwise,**
- (c) **Time and wages lost.**

Unauthorised absence is mostly confined to the illiterate staff, including manual labourers and other employees in inferior service. The main causes are.—(a) sickness and failure to submit a medical certificate according to the prescribed procedure; (b) religious and other ceremonies; (c) offer of better wages elsewhere; and (d) attraction of the village from which labour in India is drawn and to which it wishes to return when a suitable opportunity offers.

A striking increase is noticed in unauthorised absence during seasons which correspond to the sowing and harvesting of crops or at times of industrial activity in the locality from which the labour is recruited.

The ratio of unauthorised absence to the total number of employees in the workshops varies from about 4% on the *N. W. and G. I. P. Railways* and in the Lillooah Workshops of the *E. I. Railway*, to 8% at Jamalpur and Kharagpur, and 10 to 12% on the *E. B. and B. B. & C. I. Railways*. On the *N. W. Railway* it is one of the duties of the labour warden to investigate cases of unauthorised absence, and if possible, to persuade the staff to obtain permission before absenting themselves.

An employee absent from duty without permission gets no pay for the period of his absence. For prolonged absence he is generally treated as having absconded and discharged. For shorter periods he is warned and if this proves of no avail, he is fined. Habitual and incorrigible absentees are discharged from the service as unprofitable.

*The N. W. Railway.*—The extent of unauthorised absence is 4.25% for workshop staff and 2.5% for other staff.

An absence of less than 7 days is treated according to the merits of the case, the employee concerned being warned or if this does not prove effective, fined. An employee who remains absent without permission for over 7 consecutive days is liable to be treated as having absconded and discharged.

*The E. B. Railway.*—The ratio of absenteeism to total strength is 10% among work shop employees. In the case of other staff absence without permission is less frequent.

*The E. I. Railway.*—The ratio of unauthorised absence to total strength on the E. I. Railway is as under :—

Jamalpur Workshops	..	..	..	8%
Lillooah workshops	..	..	..	5½%
Electrical Department	..	..	..	2%
Stores Department	..	..	..	7%
Printing Department	..	..	..	6%

Colliery staff.—Coal cutters and ordinary casual labourers are cultivators and spend many days every year in their fields. In the case of other employees the ratio of absenteeism is 3 to 4%.

Other Staff.—(a) Subscribers to Provident Fund less than 1%. (b) Non subscribers to Provident Fund 5 to 10%. Unauthorised absence among permanent way gangmen becomes serious during seasons of sowing and harvesting of crops.

An employee who remains absent for several days consecutively is liable to be discharged, the exact period for this purpose varies from 3 days in the Lillooah workshops to 15 days in the Lucknow workshops and 21 days in the Electrical Department.

*The G. I. P. Railway.*—The ratio of unauthorised absence to total strength is as under :—

Workshop employees	..	..	..	4 %
Others :—				

- (a) Higher-paid staff .. .. Unauthorised absence is infrequent.  
 (b) Lower-paid staff, such as coolies .. .. Varies from 5% to 10%.  
 and semi-skilled labourers.

The lower paid staff, generally being illiterate, lack a sense of discipline and stay away from their work for trivial reasons. They get no pay for the period of unauthorised absence and when such absence is frequent, they are fined and if the offence is continued, the employee is discharged, unless the absence is due to sickness, religious ceremonies or other causes beyond the control of the employee, in which case the absence is condoned and regularised against any leave which may be due.

*The Bu. Railways.*—The ratio of unauthorised absence to total strength in the work shops is 2½%. In the case of Burman employees it is largely due to a desire to spend money on enjoyment as soon as it has been earned.

The time lost in the Loco. Workshops was calculated over a period of 3 months to be 2,656 men-days and the amount of wages lost about Rs. 3,000. For the Carriage Shops information is not available but the figures are approximately the same as in the Loco. Shops.

*The B. N. Railway.*—The ratio of unauthorised absence to total strength is as under :—

Engineering Department	..	..	..	3%
Loco. Carriage & Wagon, and Electrical Department	..	..	..	8%
Marine Department	..	..	..	7%
Watch & Ward Department	..	..	..	Below 1%

*The B. E. & C. I. Railway.*—It can be safely stated that the staff, except of the Engineering Department, take all the annual leave to which they are entitled. The ratio of unauthorised absence to total strength is as follows :—

Locomotive & Carriage Department (Broad Gauge)	..	11 to 12 %
Locomotive Department (Metre Gauge)	..	10%
Carriage & Wagon Department (Metre Gauge)	..	2 %

*The M. & S. M. Railway.*—Absenteeism is as follows :—  
 Engineering Department—

Open Line	Unauthorised	..	..	..	2%
	Authorised	..	..	..	4%
Workshops, Arkonam	..	..	..	..	11%
Electrical Department	..	..	..	..	10%
Mechanical Department	..	..	..	..	10%



The majority of cases of absenteeism is voluntary, and is not confined to any period of the year. It is usually greater immediately after pay day. Marriages, funerals, religious rites, personal illness, or the illness of relatives, not necessarily near, are the predominant causes of absenteeism which is more pronounced during the marriage season. In certain areas of this Company's system temporary labour is inclined to prefer agricultural work when the season and rates of pay are favourable. Time and wages lost are as under :—

Open line .. .. .	Time lost 6%
	Wages lost 2%
Workshops .. .. .	11%
Electrical Department .. .. .	10%
Mechanical Department .. .. .	2.7 days and Rs. 42,032 per mensem.

*The S. I. Railway*—Unauthorised absences are few, less than one per cent. Such absences are usually due to unforeseen circumstances, such as death in the families of employees, etc. The general practice followed in such cases is that the absentees are warned and their pay is withheld if the period of such absence is short. Those who absent themselves for longer periods are liable to dismissal, an entry being made in the service sheets in cases where dismissal is considered too severe. Each case is, however decided on its merits. There is no seasonal absenteeism among the permanent employees of the Company.

*The A. B. Railway*.—The trouble regarding the unauthorised absence is chiefly confined to staff proceeding on leave and not returning to duty on the due date. In such cases unless there is good and sufficient reason for overstayal or unless a medical certificate which is easily obtainable is produced the employee is discharged. The percentage of absence amongst menials in the Agent's office is 1.1% in the Workshops from 10% to 15%, of gangmen 24%. Details of other Departments are not available.

*The B. N. W. and R. K. Railways*.—Absenteeism is rare.

### (9) APPRENTICES ACT, 1850.

Value of—

No use is made of this Act on railways.

## CHAPTER II.

### STAFF ORGANISATION.

#### (19) DETAILS OF ORGANIZATION, ADMINISTRATIVE AND DEPARTMENTAL.

The Government of India controls and administers the Railways of India through the Railway Board, the Agents of State-managed Railways and the Boards of Directors and Agents of Company-worked Railways. The Railway Board consist of :—

The Chief Commissioner for Railways,

The Financial Commissioner,

and three Members (Technical, Traffic and Staff). The Member of the Railway Board (Staff) deals principally with problems affecting all staff generally and labour in particular.

**STATE-MANAGED RAILWAYS.**—The Railway Board is directly responsible to the Government of India for the administration of State-owned railways managed by the State and have complete administrative authority over the General Managers or—as they are called in India—the Agents of those railways. The Board deal with all questions involving policy or those affecting more railways than one. Subject to this reservation, however, they have delegated considerable powers in establishment and other matters to the Agents. Thus within the grants placed at their disposal the Agents are competent to create most of the higher subordinate and all the lower posts and to grant additional pay to individuals; they also have full control over the non-pensionable subordinate establishment in matters of appointments, promotions, dismissals, leave, etc., finally they are empowered to revise the pay of the subordinate staff provided no such scheme costs over Rs. 25,000 a year.

**COMPANY-MANAGED RAILWAYS.**—The Agents of these railways are primarily responsible to their respective Boards of Directors who enjoy very extensive powers in administrative questions. In financial matters their powers are on a par with those exercised by the Agents of State-managed railways and the budget demands of company-managed lines are subject to scrutiny and approval by the Railway Board. The Boards of Directors have delegated considerable powers both in administrative and financial questions to the Agents who, in turn, have delegated powers to the heads of departments and district officers

As already explained in the introductory chapter the Railway Board is not in a position in establishment and labour questions to enforce their policy on the company-managed railways but can only suggest reforms and improvements.

**ORGANISATION OF RAILWAYS.**—In India individual railways are organised on two distinct systems, *viz.* (a) a Departmental system and (b) a Divisional system :—

*Under (a).*—E. B. Railway, Burma Railways, B. N. Railway, B. B. and C. I. Railway, M. S. M. Railway, S. I. Railway, A. B. Railway, B. and N. W. Railway and R. and K. Railway.

*Under (b).*—N. W. Railway, E. I. Railway, and G. I. P. Railway.

**RAILWAYS WORKED ON DEPARTMENTAL SYSTEM.**—On railways worked on the departmental system the chain of responsibility proceeds from the Agent to the heads of departments, *viz.*, Chief Engineer, Traffic Manager, or Chief Transportation Superintendent, Locomotive and Carriage and Wagon Superintendent or Chief Mechanical Engineer, etc., and through them to the District Officers, namely, the District Engineers, District Traffic Superintendents, District Locomotive Superintendents, etc. The Agents have delegated certain powers to the heads of departments and district officers. Under these the control over the lower paid employees generally rests in the district officers; while the higher subordinate appointments, the holders of which are borne on a general seniority list and are liable to transfer over the railway, remain under the control of the heads of departments.

On the E. B. Railway the personnel administration of all departments has recently been brought under the Agency and is supervised by a Deputy Agent (Personnel) assisted by a Personnel Officer and a Welfare Officer.

**RAILWAYS WORKED ON THE DIVISIONAL SYSTEM.**—The divisional organisation has been adopted only recently in India. The North Western and East Indian Railways were reorganised on a divisional basis in 1924 and 1925 respectively. Under this system the railways are divided up into a number of divisions each of which is about

eight or nine hundred miles in length and is placed in charge of a senior officer, called the Divisional Superintendent, who administers the division with the assistance of technical officers such as Divisional Engineer, Divisional Transportation Officer, Rolling Stock Officer and Divisional Accounts Officer, and is in a position to co-ordinate the work of the various branches on the spot. He enjoys fairly wide powers in establishment and other matters.

Under this system heads of departments function as principal officers and guide the divisions in the several branches of the railway in the name, and on behalf, of the Agent.

*The N. W. Railway.*—An important feature of this organisation on the N. W. Railway has been the formation of a personnel branch at the headquarters of the railway as well as on each division, as a corollary to the amalgamation of the old departmental and district offices into the headquarters and divisional offices. This branch is in immediate charge of the Deputy Agent, Personnel, at headquarters and the Divisional Personnel officer on the division. These officers work in close co-operation with the principal or the divisional officers and it is their duty to ensure that the policy of the Agent and the Divisional Superintendent in dealing with staff matters is duly carried out. This secures co-ordination and uniformity in the treatment of general questions such as recruitment, training and the conditions of service of the staff of the various branches as well as an unbiassed consideration of individual cases. Moreover, it provides the railway with a staff of officers whose chief concern is the well-being of the employees and who, by their personal qualifications (for which they are chosen) no less than by virtue of the office they hold, constitute a suitable agency through which the Railway Board and the Agents can give effect to their schemes connected with the welfare of the staff.

*The E. I. Railway.*—On the E. I. Railway a personnel branch has been organised on similar lines in the divisional offices under a Staff Officer, but the departmental offices at headquarters continue to function practically as before, each having a separate establishment branch.

A word of explanation is necessary with regard to the amalgamation of the old Oudh and Rohilkhand Railway—a State-owned and State-managed line—with the East Indian Railway, which was effected in July 1925. The E. I. Railway was managed by a company prior to the 1st January 1925 and its staff taken over by the state on that date still remains under the old E. I. Railway terms of service as regards scales of pay and allowances, leave, house rent, travelling allowances, etc. The Oudh and Rohilkhand Railway staff on the other hand was, and is, subject to State Railway Rules, and although new co-ordinated scales of pay have recently been introduced on the E. I. Railway and it is hoped shortly to issue revised State Railway Leave Rules (since issued, vide notification No. 8373-E., G. of I. Gazette, Part I, dated 22nd February 1939), which shall apply to all new entrants and to such of the existing employees who elect for them, it is clear that the process of fusion on the E. I. Railway will take decades to complete and till then that railway will continue to have on its rosters two distinct groups of staff, each in certain matters under a separate set of rules and terms of service.

*Great Indian Peninsula Railway.*—The G. I. P. Railway is partly divisionalised. At headquarters it retains the departmental system, but the operating branches, viz. the Transportation and Running branches, are combined in the divisions under the Divisional Transportation Superintendents and recently the Engineering Branch has been brought into the division. Staff Officers are provided on the divisions and the question of strengthening the personnel organisation of this railway is under consideration.

Three charts are given in Appendix “C” illustrative of the organisation, respectively of (i) State-owned railways managed by the State and organised on a departmental system, (ii) State-owned railways managed by the State and organised on a Divisional system and (iii) State-owned and Company-owned Railways managed by Companies.

**ORGANISATION OF SUBORDINATE STAFF.**—These charts illustrate the organisation of the superior staff. In the subordinate and lower grades, the organisation is more or less uniform on all railways and we may now proceed to study this organisation in each branch with reference to the supervision and control of the workers by the subordinate staff.

*Workshop employers.*—To take the workshops first, a visitor will notice the labourers working under the immediate supervision of the mistry who was at one time of their own class. Above him is the chargeman who controls a larger group, he is literate and has risen from the grade of a journeyman—a skilled labourer specially trained as an apprentice. Above the chargeman are the assistant foreman and the foreman. The foreman is re-

cruited either by promotion from the lower grades or under a covenant from the United Kingdom. None of these supervising subordinates, except the foreman, exercises any power. The foreman, too, may grant casual leave and passes, but as a rule may not punish the workmen. For this the sanction of the works manager who is in charge of the workshops is required, although in certain shops the foreman too is empowered to inflict a small fine.

On the *M. S. M. Railway* leave is controlled by the Foreman on recommendation from the man's immediate supervising subordinate; and in the Electrical Department at *Arkonam* the Assistant Workshop Foreman is authorised to grant leave with pay to his workshop staff.

*Locomotive sheds.*—Coming now to a locomotive shed one notices a somewhat similar organisation, though on a much smaller scale. Here also the foreman may guide and supervise and may control the grant of casual leave and passes. He may generally impose a small fine on a labourer for neglect of duty, etc., but the infliction of a heavier penalty such as the stoppage of his increment, or reduction, requires the orders of a superior officer generally known as the district locomotive superintendent.

*Staff at Stations.*—Proceeding to an important station one may see the station master or station superintendent controlling a number of employees with the assistance of supervisors such as Chief booking clerk, head ticket collector, chief luggage inspector, yard master, head goods clerk, etc., as well as platform and shunting jemadars. The last named, though illiterate, have acquired proficiency in their own work and are able to guide and train the men employed in the inferior grades under their supervision. Only selected station masters have any disciplinary powers over the workmen.

The organisation at roadside stations is materially different. The station master controls labour of the unskilled grades and himself works under the supervision of the traffic inspector who controls the technical staff such as pointsmen. The powers of the traffic inspector and more so of the station master are of a limited character.

*Permanent-way staff.*—Proceeding along the line one notices groups of permanent-way labourers scattered at intervals of three to four miles. Among them the mate is a prominent figure: he is a fairly smart-looking man and keeps the muster roll of his gang and guides and instructs the gangmen in their work. He has risen from the gang and has a degree of intelligence not found among the average gangmen. The maintenance of permanent-way is supervised by assistant permanent way inspectors and permanent way inspectors who are often seen trollying along the line to ensure that the men are at work and that the work is done as it should be. These subordinates are often recruited under a system of apprenticeship. They do not possess any real disciplinary powers which generally vest in the sub-divisional officer or district engineer.

A statement is given below showing for each class of workman the subordinate under whose supervision he works and the controlling authority —

Staff designation.	Supervising subordinates under whom employed.	Controlling authority.
Workshop employees ..	Workshop foreman, assisted by assistant foremen, chargemen and mistries.	Workshop managers who take orders from the Superintendent, of Mechanical Workshops on the North Western Railway, and the Deputy Chief Mechanical Engineers on other railways.

Staff designation.	Supervising subordinates under whom employed.	Controlling authority.
<i>Traffic.</i>		
Roadside stations—All staff	Station masters who work under traffic inspectors in regard to technical staff.	District or divisional officer or his assistant, working under the direction of the former.
Large stations—All staff ..	Station superintendents or senior station masters, chief booking clerks, head ticket collectors, chief luggage inspectors : as the case may be.	Do. do.
Goods sheds—All staff ..	Goods supervisor or head goods clerk.	Do. do.
<i>Locomotive.</i>		
Running staff and shed staff	Locomotive foremen or in the case of shed menial staff shedmen-in-charge, assisted by chargemen and head fitters. Locomotive and fuel inspectors also supervise their work.	Do. do.
<i>Carriage &amp; Wagon.</i>		
Carriage and Wagon staff at train-examining stations.	Train examiners .. ..	Do. do.
<i>Engineering.</i>		
Line staff, e.g., mates, gangmen, keymen, etc.	Permanent-way inspectors, assistant permanent-way inspectors, etc.	Do. do.
Artizans, masons, carpenters etc.	Works subordinates .. ..	Do. do.
<i>Stores.</i>		
Labour and watch and ward staff attached to Stores Department.	Depot storekeeper or sub-storekeeper.	District officer or his assistant working under the direction of the former.
Printing Press .. ..	Deputy Press Superintendent ..	Press Superintendent.
<i>Medical.</i>		
Hospital and dispensary staff, e.g., nurses, compounders, dressers and menials.	Assistant surgeon or sub-assistant surgeon, as the case may be.	District medical officer.
<i>Mines.</i>		
(a) Underground labour ..	Under-managers, overmen, assistant and junior assistant overmen, deputy overmen and sirdars.	} Colliery superintendent.
(b) Surface labour ..	Engine-wrights, fitters-in-charge, supervisors and timekeepers.	
(c) Labour in workshops ..	Foremen .. ..	

Broadly speaking the supervising subordinates are foremen in the workshops and in locomotive sheds, station superintendents at large stations, station masters and traffic inspectors at roadside stations; also permanent-way inspectors and inspectors of works in the Engineering Department. The functions of these subordinates are, as explained above, generally confined to supervision, while they have power to grant casual leave and passes, the control which consists in the power to sanction increments, impose fines, reduce, discharge or dismiss, vests generally in the district or assistant officers. On certain railways, however, selected senior subordinates or foremen enjoy a measure of disciplinary powers. Thus on the *B. B. & C. I. Railway* a senior foreman may fine workshop employees up to a limit of half a day's pay and may also discharge unskilled menial staff with less than two years' service. Adequate warnings are generally given before a fine or a graver penalty is inflicted. The *B. B. & C. I. Railway* also states that :—"Disciplinary action rests entirely with the Loco. Superintendent, District Loco. Superintendents are, however, delegated with powers to inflict punishment for only the ordinary everyday minor offences committed by all daily-paid and monthly-paid staff up to and including Firemen in B grade and Boilermakers and Fitters. Punishment to all staff above that grade, i.e. Shunters, Drivers, etc. whether European, Anglo-Indian or Indian are all referred to the Loco. Superintendent for sanction. In cases where the District Loco. Superintendent is entitled to exercise this right, a return showing the nature of offences and the punishment meted out is required to be submitted at the end of each month to the Loco. Superintendent for information". (Corrected *vide* question K-1895).

**OPPORTUNITIES TO STAFF TO REPRESENT GRIEVANCES.**—Matters of a general nature and involving questions of principle are as a rule brought to the notice of the administration through the welfare committees or a recognised union. The representations are carefully considered and the necessary action taken. If an employee has an individual grievance, he may seek redress either by submitting a written representation to the executive officer concerned through his supervising subordinate or may approach the latter direct, and if necessary, ask for an interview with the executive officer. Further the executive and personnel officers are accessible when they go out on inspection. Finally it is open to an employee who feels himself aggrieved by any order to submit an appeal through the proper channel, usually to the authority next above the officer who passed the order appealed against, and on some railways, e.g., the *A. B.*; *B. N.*; *M. S. M.*; *S. I.* and *B. B. & C. I. Railways* to the Agent.

On the *B. B. & C. I. Railway* every opportunity is afforded to the staff to represent their individual grievances through a prescribed channel, i.e., an employee may approach his District Officer or Works Manager through his Inspector or Foreman as the case may be. The number of such appeals is small and it is seldom necessary for the head of a department to intervene. If an employee considers that insufficient attention has been paid to an appeal he has access to the Agent through the channels indicated above. The staff has also the option of putting personal individual grievances through their respective staff committees, but as advantage of this is very rarely taken it can be assumed that the ordinary channel is considered satisfactory by the staff.

On the *M. S. M. Railway* all disciplinary powers are vested in the respective officers. Supervising subordinates report breaches of rules, etc. Staff are given every opportunity to represent grievances, and appeals receive careful attention. A copy of rules for the guidance of staff on this matter is enclosed as Appendix "T".

**ESTABLISHMENT AND EMPLOYMENT OFFICERS.**—In several workshops e.g., at Moghalpura, Jamalpur and Lilloah, an employment or establishment officer is specially provided, whose duty it is to safeguard the interests of the employees. The chief object of this appointment is to give that human touch to industry which alone can bridge the gulf between capital and labour. The officer visits the workshops every day and personally interviews each workman who has any grievance to represent. While he meets workmen in order to obtain redress for their grievances from the competent authority, he also takes the opportunity at the meetings of the staff committees and otherwise to impress upon the staff the necessity of co-operating with the administration and of regular attendance both in their interests and in the interests of the railway.

For the workshops at Parel and Matunga on the *G. I. P. Railway* a Liaison Officer has been appointed whose duty it is to investigate the grievances and requests, etc., referred to him by the workmen. The principal intention of this appointment is that workmen can without restraint or formality obtain personal interviews with this officer.

On the *B. N. Railway* an employment officer has recently been sanctioned for the recruitment of labour for workshops and it is one of his duties to check all cases of discharges and dismissals to ensure contentment.

Similarly on the *B. B. & C. I. Railway* a staff Officer has been appointed in the Agents' Office with effect from March 1929 who deals with (a) grievances of, and appeals preferred by, the staff, (b) matters brought up by the Unions and (c) other welfare questions, particularly those connected with the activities of the Jackson Co-operative Credit Society.

On the *Burma Railways* there is in the Traffic Manager's Office a "Personnel Officer", who deals with all matters affecting the personnel of the department, and refers to the Traffic Manager for his decision all questions of policy, pay and appeals.

**EMPLOYMENT BUREAUX ON THE N. W. RAILWAY.**—A further link between the railway and the workshop employees is supplied on the *N. W. Railway* by the establishment of labour bureaux in the locomotive and carriage and wagon shops. These were started in 1928 with the object of assisting the employment officer in the satisfactory solution of the many problems affecting the relations of the staff, particularly workmen, with the administration.

The functions assigned to the labour bureaux are :—

- (a) to maintain adequate records in co-operation with personnel officers ;
- (b) to recruit and engage workers systematically ;
- (c) to investigate cases of loss of time, incapacity, and if necessary, sickness ;
- (d) to study the economic aspect of wages ;
- (e) to examine reasons for discharges and dismissals with a view to preventing unfair treatment of employees ;
- (f) to study the hours of work, intervals, rest periods, and the conditions in regard to ventilation, sanitation, etc., with a view to seeing that they are adequate ;
- (g) to inculcate, as far as possible, a high standard of discipline, and "esprit de corps", both on and off duty ;
- (h) to study the needs of individual employees with a view to encouraging them to keep out of debt by the help, if necessary, of the co-operative credit society and the co-operative stores ;
- (i) to provide suitable means for recreation outside working hours.

The bureaux function under the direction of the employment officer who works in close co-operation with the Superintendent Mechanical Workshops, in all matters pertaining to personnel in the mechanical workshops. All workmen have access to the bureaux and an enquiry office is provided to which a number of workmen come and frequently make enquiries regarding their pay, gratuity, etc., which are dealt with promptly. Petitions are received at the enquiry window, and, after due investigation, are submitted for the orders of the competent authority. The labour warden who is in charge of the employment bureaux also acts as *ex-officio* secretary of the workshop welfare committee.

### (11) SELECTION OF MANAGING STAFF.

The following factors are considered in the selection of managing staff :—

- (a) Character and tact in handling staff,
- (b) Efficiency in the work to be supervised and ability to instruct the men employed in the lower grades, and
- (c) seniority.

Normally, selection is made from suitable men already in service, and direct recruitment from elsewhere is only made when suitable men are not available within the Administration. For instance, the *M. & S. M. Railway* Administration states that recruitment from England of Assistant Works Managers, or Assistant Foremen is only made when suitable men are not available on the spot.

On railways which work on the Divisional system it is the general rule that selections are finally decided by Committees which consist of officers from the technical branch or branches concerned and a Personnel Officer, whereas on the railways which work on the Departmental system the District Officer under whom the subordinate is working makes the final selection. An exception to this is the *E. B. Railway* which specifies that certain classes of subordinate supervising staff are selected by a Selection Committee.

Selections for the senior subordinate supervising posts are made by the Principal officers of branches or the Heads of Departments on the railways with a Divisional system or Departmental System respectively. On the *N. W. Railway* selection is made by a Committee consisting of the Principal Officer or officers concerned and the Deputy Agent Personnel, and on the *E. B. Railway* in certain classes by a Selection Committee.

## (12) RECRUITMENT AND TRAINING OF SUPERVISING STAFF, SUPERIOR AND SUBORDINATE.

### (i) Methods in force.

#### (ii) Facilities for training and promotion of workmen.

**SUPERIOR STAFF.**—The rules for the recruitment and training of officers for superior services were last revised in 1926 as a result of the Lee Commission recommendations, under which 75% of such staff have to be recruited in India. On Company-managed railways recruitment is carried out under the direction of the Boards of Directors. The methods in force in respect of the principal services on State-managed railways are briefly described below :—

**Civil Engineers.**—The European recruitment which amounts to 25% of the total annual recruitment is controlled by the Secretary of State who makes appointments on the recommendations of a Selection Committee, from among European candidates trained in the United Kingdom. Of the remaining 75% recruited in India, 60% are recruited from among the graduates in Civil Engineering of the Indian Universities by means of a competitive examination held by the Public Services Commission. Selected candidates are required to undergo one year's practical training and to remain on probation for 3 years at the end of which period they are confirmed if considered suitable. The remaining 15% are recruited by promotion from the Local (or Provincial) Engineering Service or subordinate grades.

The Local Engineering Services were constituted on State-managed railways in 1921 on the model of similar services constituted in the Public Works Department. The service is mainly recruited from among graduates who were not able successfully to compete for appointment to the superior service.

**Transportation (Traffic) and Commercial Officers.**—As in the case of Civil Engineers, 25% of the recruitment is controlled by the Secretary of State; 60% is made on the results of a competitive examination held by the Public Services Commission and 15% by promotion from the Local Traffic Service or subordinate grades. Direct recruits, whether appointed in India or in the United Kingdom, are required to undergo a course of training for 3 years at the end of which, if found suitable, they are confirmed. A Staff College has been recently started at Dehra Dun to assist in the training of these recruits as well as for imparting refresher courses to officers in the service.

The question of abolishing on railways the Local (or Provincial) Engineering Service and the Local Traffic Service is under consideration.

**Transportation (Power) Officers and Mechanical Engineers.**—Owing to the difficulty of getting Indian recruits of the requisite qualifications it has not been found possible so far to work to the rule of 75% recruitment in India. A scheme has, however, been introduced for the training of suitable candidates and the Railway Board hope that with effect from 1933 it may be possible to give effect to this rule. Meanwhile the recruitment of Indians is made to the extent that suitable candidates are available, partly through the Public Services Commission in India and partly through the Secretary of State in the United Kingdom.

**Staff and Personnel Officers.**—These are generally chosen from the cadres of the services named above. An Officer who has rendered about 7 or 8 years service and is by his personal qualifications considered suitable for the Personnel Branch is seconded to that branch, but as a general rule such officers prefer after a period of two or three years to revert to their regular service and their place is filled by others. A proportion of the vacancies in the Personnel branch is also filled by the promotion of deserving subordinates.

**SUBORDINATE STAFF.** The Railway Department recognizes the need, both in its own interests and in the interests of its staff, for providing suitable facilities for training and promotion of subordinate staff, and while an illiterate workman is as a general rule apathetic, a literate employee is quick to avail himself of such facilities. We have already referred in the chapter concerning recruitment to the avenues of promotion open to the staff of the various branches and grades, to the system of apprenticeship in vogue for training in the technical work of the railways, more particularly in its Engineering and Mechanical branches, and finally to the schools provided on most of the principal railways for imparting training and refresher courses especially in the Transportation Branch. We shall now comment in some detail on these matters.

**Scope of advancement.**—The scope of advancement in the lower grades of railway service is generally limited by the capacity of the individual. A fair proportion of skilled



workmen is recruited in every branch, Engineering, Transportation and Mechanical, by the promotion of men who start life as unskilled employees. It is one of the duties of the supervising staff to see that the employees working under them are given due facilities according to their capabilities for training. As already stated under item (3), a literate workman may rise from the skilled grades to the supervising grade, such as mistry, sub-inspector or chargeman. He is given ample opportunities for picking up the work of higher grades and often officiates in such grades in leave or other vacancies which enable him to qualify for permanent promotion in due course.

The scope for advancement for the illiterate employee is of necessity limited. On several railways schools are provided for imparting elementary education to the staff, especially illiterate running staff, whose prospects are considerably improved by their acquiring a working knowledge of English. A brief account of such schools is given under item (36).

The subordinate staff is generally on graded scales. It is proposed to examine the question as to whether the present scales are so arranged that they automatically produce undesirable blocks.

*Training of Apprentices.*—A regular system of apprenticeship is in force on most of the principal railways in the Engineering, Mechanical and Transportation branches. Candidates with suitable qualifications are selected and appointed as apprentices for training in the various grades, such as firemen, assistant permanent way inspectors, bridge inspectors, train examiners, journeymen and chargemen in the workshops. Their progress is carefully watched and in some workshops, e.g., at Jamalpur, a regular instructor is appointed for their training. On the satisfactory completion of their course every effort is made to provide a suitable opening for them in the appropriate branch of railway service.

A special system of training of apprentice firemen and other locomotive running staff is in vogue on the *M. S. M. Railway*. Two instructional vans are provided, one for the broad gauge and the other for the metre gauge. The vans are fully equipped with models, etc., illustrating locomotive mechanism and vacuum-brake gear, and lectures are delivered to the staff by district officers and senior subordinates. These vans are intended primarily for the training of firemen apprentices, but are also used for refresher courses for more senior men.

*Training Schools.*—We may now turn to the system of training provided in the Operating Branch.

The marked development in the science of transportation and the equipment of railways, and the insistent demand for reduced rates and fares together with the increase in operating expenses which post-war conditions imposed in every quarter of the globe brought prominently into view the need for increased efficiency in working, or in other words, for obtaining the maximum advantage from the use of the material appliances available. It was felt that not only must the appliances be of the best, but that a higher standard must be obtained from the staff who have to handle them, and it is to meet this problem that the Railway Board devised a system of transportation schools which will give the staff much fuller instruction in transportation duties than had been attempted before.

*Area Schools.*—Briefly the foundation of the scheme is a system of "area schools." The State railways are divided into "areas" conforming more or less with the existing divisions between the different lines, and for each area there is a school which provides for the primary education in transportation of the railway staff. The schools are located at present at —

Asansol	..	..	..	For East Indian Railway.
Chandausi	..	..	..	For East Indian Railway.
Bina	..	..	..	For G. I. P. Railway.
Kot Lakhpat (five miles from Lahore)	..	..	..	For N. W. Railway.

These schools serve two distinct functions, viz. :—

- (a) The training of "probationers" who have not yet commenced their railway service, and
- (b) The provision of periodical "refresher" courses for those already in service.

In considering the training of probationers it must be borne in mind that a general education is no part of the scheme which deals purely with railway subjects, but generally

speaking the selected candidates will have read up to the matriculation standard. For the present men for the traffic and commercial sides only are taken. These fall into three groups —

- (a) The station master group, comprising telegraph signallers, assistant station masters and station masters. These men are given a course which does not exceed 10 months and may be less (depending on the ability of the candidate) in telegraph signalling with, in addition, some instruction in assistant station master's duties, both on the traffic and on the commercial side.
- (b) The commercial group, comprising coaching and goods clerks, who have a three to four months' course in coaching and goods duties and also some instruction in traffic working.
- (c) The train staff group, comprising guards, who have a two to three months' course in the particular branches of knowledge they require, including some practical work on the line with an experienced guard.

In every case the probationer is required to pass an examination at the conclusion of his course. He has then to work for 12 months at least on a railway on probation to ensure, before he is confirmed, that he will prove a satisfactory railway servant.

The second function of the area schools, the provision of "refresher" courses, is intended to provide courses of training for the staff at intervals of say, five years, certificates being granted at the completion of the courses, and the intention is that no railway servant will be considered eligible for promotion to a higher post unless he holds the appropriate school certificate.

*Asansol.*—The school at Asansol is the pioneer among transportation schools, having been opened in 1921. It includes a model-room with a model railway. It was on the experience gained in this room that the model-room fitted up at Chandausi was designed, which in turn has supplied a pattern for the model-rooms at Kot Lakhpat and Bina. Until last year, the school confined itself to giving short refresher courses to staff already in the service. Special attention has always been paid to the training of the locomotive running staff. No promotions are made on the East Indian Railway from fireman to shunter and shunter to driver unless the corresponding school examination has been passed. In the lower grades instruction is given in the vernacular.

There has been considerable activity in the school during the last year. Switchmen have been receiving training during the whole year with excellent results, only one man having failed to qualify at the end of his course. This training of switchmen meets a long felt want, as hitherto such employees had to pick up their work in cabins where they were in practice handling block instruments without any experience and authority.

A further innovation has been the training of men without any previous experience for whom one course of three weeks and two of four weeks each were specially held to meet the demand for additional staff, consequent on the opening of the Central India Coalfields Railway.

The accommodation at Asansol is inadequate, but despite its limited space the school is dealing with some six hundred refresher students annually from the transportation, locomotive and carriage and wagon sides of the Operating Department. The number of students under training at one time is about 40. This school will eventually be transferred to Gomoh and besides dealing with the eastern divisions of the *E. I. Railway* will also be the School for the *E. B. Railway*.

*Bina.*—The school at Bina was started on a temporary footing in November 1926. A model-room was arranged very much on the lines of the Chandausi model-room. This room has recently been improved by the substitution of a  $2\frac{1}{2}$ " gauge track for a 3" track. There are 13 stations on the model railway, 11 of which are models of common wayside stations on the Great Indian Peninsula Railway. The various types of block instruments actually in use on the *G. I. P. Railway* are found in this model.

During the last year 12 courses of 17 days each were held for the senior and junior classes and 11 courses of 20 days each for the locomotive drivers' class. The number of senior students was 145. Of these 137 sat for examination and 116 passed, resulting in a percentage of 85. The junior students who joined the school were 305; 295 sat for examination of whom 237 passed, the percentage of passes being 80. Of the 145 locomotive students who joined, 136 eventually sat for examination and 100 passed, representing a percentage of 74. The school has a hostel attached to it and adequate facilities for catering and recreation are provided. There are no separate medical arrangements for the school, but an assistant surgeon, who is stationed at Bina, attends to cases of illness.

**Kot Lakhpat.**—The school at Kot Lakhpat (five miles from Lahore) consists of lecture rooms and a model-room containing a model railway with stations equipped with signal block instruments and control and other apparatus. The students are housed in hostels and the school provides messing facilities to suit all communities. Adequate medical arrangements are provided free by the administration. The school has also a sports field and students are expected to take an active part in the games organized. Prior to July 1929 this school was located at Lyallpur, where instruction was imparted to 583 employees during the last calendar year.

**Central School, Chandausi.**—As has been already stated, the area schools provide the primary education under the scheme. The secondary education naturally of a more advanced type, is the business of a "central school" which takes the senior men who have already passed through the area schools. This school at Chandausi which was opened in 1925 is also functioning as an area school and imparting primary training to the employees of the western divisions of the East Indian Railway. Until the school at Kot Lakhpat was established employees of the eastern divisions of the North Western Railway were sent to Chandausi for primary training.

The objects kept in view in formulating the scheme of training adopted are briefly as follows :—

- (a) to teach and explain the system of rules for operating traffic on the Indian railways both in lectures and by demonstration with models ;
- (b) to explain the details and working of such mechanism as the vacuum-brake, electrical train lighting, the principles of the locomotive, the theory and use of telegraph instruments, etc.
- (c) to give instruction on the commercial side with particular attention to station accounts and the booking of goods and passengers ; and
- (d) to create a real interest in all the details of railway operation and to encourage a spirit of mutual assistance and of " esprit de corps ".

The accommodation provided consists of—

- (a) the Transportation Traffic School, which includes a model-room with a complete 24" gauge model railway, operated by electrically driven locomotives, controlled by signals, with 10 stations of different types ;
- (b) the Locomotive and Carriage School, with apparatus for demonstrating the working of the vacuum-brake, sectioned locomotive fittings, valve gear models and train lighting apparatus ;
- (c) the Commercial School ; and
- (d) the Telegraph School, complete with the necessary instruments, batteries, etc.

A competent staff of instructors has been provided. On the average the railway employee under instruction attends four lectures of an hour each daily. In addition he has to put in a certain amount of private study, and experience shows that the men are exceedingly keen, with the satisfactory result that the percentage of failures to pass the concluding examinations has been very small. It is also found that the results of inter-railway competition and exchange of ideas are of considerable value. The school is provided with a library of technical books which is being extended. The following courses were held last year :—

**Senior Courses.**—Seven courses of 30 days each for transportation staff on Rs. 200 per mensem and over.

**Junior courses.**—Six courses of 30 days each for transportation subordinates.

**Area courses.**—(a) Six courses of 21 days each for assistant station masters of the E. I. Railway.

- (b) Three courses of nine months each for probationary signallers of the E. I. Railway.
- (c) Three courses of 14 days each for cabinmen of the Lucknow and Moradabad divisions of the East Indian Railway.
- (d) Seven courses of 21 days each for illiterate drivers of the Lucknow and Moradabad divisions of the E. I. Railway.

The following is a comparative statement of the staff sent by the different railways and the student-days for the years 1927-28 and 1928-29 :—

Railway.	1927-28.		1928-29.	
	Subordinates.	Student days.	Subordinates.	Student days.
East Indian .. .. .	242	9,104	372	18,582
Eastern Bengal .. .. .	34	1,363	30	1,239
North Western .. .. .	194	5,812	116	4,191
Great Indian Peninsula .. .. .	28	986	31	1,143
Company-managed lines, viz., BICI, BNR, MSM, SI, AND ABR.	8	522	7	551
Total .. .. .	506	17,787	556	25,706

During the period of residence in the school every endeavour is made to make the men as comfortable as possible. Each man is provided with a furnished room fitted with electric light. The school has its own electricity supply, an excellent water supply, and a well thought out scheme of sanitation. The grounds cover nearly a hundred acres, where tennis, cricket, football and hockey are catered for. A school dispensary is also provided under a medical officer who is under the supervision of the Civil Surgeon, Moradabad. The health of the school has remained excellent in spite of the periodical outbreaks of epidemics in Chandausi City and the surrounding villages.

*Other Schools.*—In addition to the central and area schools described above, other training schools on a smaller scale exist on certain railways. Thus the *E. I. Railway* has an additional school for engineering courses at Sahebgunge. The *B. B. & C. I. Railway* trains its traffic staff at Bombay, Bulsar and Ajmer in courses of telegraph, goods and other branches. The *M. & S. M. Railway* opened in January 1925 a non-residential training school equipped with model railway and signalling gear in Madras. On the *S. I. Railway* the establishment of a railway training school has recently been sanctioned.

*Railway Staff College, Dehra Dun.*—In January 1930, the Railway Staff College at Dehra Dun was opened. This institution is primarily intended for Officers only, but as the College is staffed by specially selected Instructors and has a great deal of special equipment, courses of instruction are also being undertaken there for those Senior Subordinates who are likely to be considered for Officers posts. There are special Courses on Fuel Economy to which Subordinates of the Transportation Department are sent and thus have an opportunity of gaining instruction and showing their ability. Further Courses have been arranged for selected Senior Subordinates, who are selected for promotion to the official rank. These men naturally will not have had an opportunity during their service of learning much about the general administration of a Railway—knowledge of which is, of course, indispensable for a successful Railway Officer. It is to give them this that the Railway Board have prescribed these special Courses of instruction and at these Courses training will be given to some 30 to 40 Subordinates each year.

*General.*—Every encouragement is given to the staff to avail itself of the facilities offered for training and promotion. Full pay during such course of training is allowed and in certain cases a messing allowance in addition. One great advantage arising from these Courses of training, from the primary education given in an Area School to the final Course given to Subordinates at Dehra Dun, is that Railways are thereby provided with a means of selecting staff for promotion. Admittedly, Courses of training and examinations are not the only means by which good men can be selected, but they provide nevertheless a guide.

**(13) RELATIONS BETWEEN STAFF AND RANK & FILE.****(i) Relations generally.**

Judging by the reports received from the various railways the relations between employers and employees are on the whole harmonious and satisfactory. Complaints have, however, been made from time to time by the employees' associations, e.g., the All India Railwaymen's Federation, of unduly severe punishments being sometimes meted out to the staff. In a large organisation such as a railway, individual instances of unfairness, hardship or lack of tact must arise and these are dealt with suitably.

*The N. W. Railway.*—The relations between the managing staff and the employees are normally of a cordial nature. In the workshops the working of the Bureaux referred under item (10) has gone a long way to bring about a better feeling and to promote a sense of contentment among the employees. Small things which would otherwise tend to develop into big issues are settled to the satisfaction of the employees who feel that they can bring their troubles and difficulties to an organization which will endeavour to help and advise them to the best of its power.

*The E. B. Railway.*—Complaints of unfairness against the subordinate managing staff are not frequent and it may be said that the relations between the managing staff and the employees are generally satisfactory.

*The E. I. Railway.*—The relations between the managing staff and employees are generally good. At certain places, however, e.g., at Lillooah, discontent is caused by the influence of agitators.

*The G. I. P. Railway.*—The relations between the managing staff and the employees are on the whole harmonious. In a large organisation such as a railway, complaints of unfairness or hardship must arise but on investigation most of such complaints prove unfounded or grossly exaggerated.

*Burma Railways.*—Relations between the managing staff and employees are usually cordial.

*The B. N. Railway.*—The relations are on the whole cordial. Complaints of hardship and unfair treatment were made in the very isolated instance in the Loco. workshops at Kharipur and were found substantially true. Suitable disciplinary action was taken against the supervising subordinate staff responsible. Further as a result of an enquiry undertaken by a senior officer of the railway, who was not connected with the workshop organisation, several reforms in the procedure for dealing with lower-paid workshop personnel were introduced in 1928. These reforms had the effect, generally speaking, of eliminating the possibility of victimisation and other abuses which were the subject of complaint against the subordinate supervising staff and of bringing the lower-paid personnel into closer touch with works managers and other officers of the superior grades.

*The B. B. & C. I. Railway.*—In general the relations between the managing staff and the employees are satisfactory and cordial. As stated under item (10) an employee on this railway has access to the Agent through the proper channel if he considers that insufficient attention has been paid to his appeals by the lower authorities.

*The M. S. M. Railway.*—Relations between the managing staff and employees are satisfactory. Complaints of unfairness are extremely rare and every employee has access to the head of his department.

*The S. I. Railway.*—The relations between the managing staff and the rank and file may generally be termed as friendly.

*The A. B. Railway.*—The relations are satisfactory. As stated under item (10) every employee from the lowest upwards has a right of appeal to the Agent. Full advantage is taken of this concession.

*The B. N. W. and R. K. Railways.*—Complaints of unfairness and hardship are very rare which would indicate that the relations between the managing staff and the employee are good.

**(ii) Value and defects of system of employing jobbers.**

The system of employing jobbers is not in vogue in the Railway Department.

(iii) **Works Committees ; their constitution, extent and achievements.**

**GROWING COMPLEXITY OF LABOUR CONDITIONS ON RAILWAYS.—**

The majority of disputes which arise in connection with railway service can be and have in the past been, generally settled by direct discussion where means for such discussion exist between the local representative of the employer, that is the district officer and the man concerned. This method is in tune with the immemorial custom of this country.

In the early days of railways in this country there was little difficulty in settling disputes with employees, because employment provided conditions for the worker which were very attractive, as compared with his normal life. The large growth in numbers of employees, however, and the change in economic conditions brought about by industrialization have permanently modified the situation as regards disputes.

It is easy to see the effect of this complexity if one compares a modern railway workshop with its thousands of workers with the small factory of 10 to 20 workmen under one foreman or manager. The large workshop has innumerable branches of work, each with its own complement of managers, assistant managers, foremen, chargemen, etc., in an almost complete scale running from the unskilled cooly at the bottom to the mechanical engineer at the head of the organization, while in the small workshops the workmen are in daily contact with the final authority in respect of the conditions of service. Such a comparison indicates the difficulty of getting a real interchange of ideas between the employer and the employed in railway workshops under normal circumstances, unless special machinery is provided for the purpose.

The large workshops form only one part of our railway organization. The organization of the open line portion of railway working presents similar difficulties, which are rendered more complex by the distances which separate the various parts of the organism. If it is difficult in a large workshop to get open discussions between the employer and the employed except through the medium of a committee of the workmen, it is decidedly more so in connection with questions affecting the staff spread out over hundreds of miles of country.

**SIR CLEMENT HINDLEY'S SCHEME OF LOCAL COMMITTEES.**—Writing on this subject in September 1923, Sir Clement Hindley, lately Chief Commissioner of Railways, advocated a scheme of co-ordinated local committees. The organisation of the railway lends itself peculiarly to the local settlement of local disputes and, what is more important, the prevention of local disputes. The sub-division of our railways into executive units or districts makes it possible to devise in each part of the system a suitable means whereby employees may get into touch with, and discuss matters affecting their work with, their officers. Sir Clement Hindley visualised a committee on each district on the railway composed of equal numbers of representatives of the railway administration and of the workers, the latter to be selected by vote from amongst various classes of employees. The work of these district committees would be co-ordinated by a central council for each railway administration by suitable devices for representation.

In considering the whole question of settling disputes between employers and employed it is necessary to keep separate the three ideas of trades unions, conciliation boards and local committees. These three conceptions deal with entirely different aspects of the whole question of the relations of master and man, although in practice they have been the subjects of co-ordinated legislation in Western countries and each forms part of the natural evolution which has taken place in dealing with industrial labour. While trades unions essentially provide protection for the labourer, conciliation boards come into play only when a dispute likely to have wide-reaching effects has arisen, and the committees on the basis of the Whitley councils and shop committees provide a medium through which disputes may be avoided. Trade Unions are the creation of the workers; conciliation boards are due to the intervention of outsiders in the general interests of the public, and the committees are the internal machinery in an industry devised to produce better relations between the employers and their workers, and depend on the initiative of the employer.

Under Sir Clement's scheme the functions of the staff committees would extend to a variety of subjects, embracing not only the ventilation and timely redress of grievances, but all matters connected with the welfare of the staff, such as quarters, sanitation, recreation, conditions of work, etc. Their recommendations could be considered by the competent authorities and matters of a general nature affecting the railway system as a whole would be placed before the central council and the Agent who would have in his office a welfare section in the charge of a special officer for the purpose.

**WELFARE COMMITTEES ON RAILWAYS.**—The whole scheme as outlined by Sir Clement Hindley merits thoughtful consideration. In the meantime a beginning has

already been made by the formation of welfare committees on all Class I Railways, with the exception of the *Burma Railways*, the *R. & K. Railway* and the *A. B. Railway*. Their organisation leaves much scope for improvement and expansion; but even as they are, they play a valuable part in promoting harmonious relations between the railways and their staff. On the one hand the employers have realised that it is to their best interest to provide satisfactory working conditions for the workers with a view to promoting their efficiency and securing their willing and active co-operation; on the other hand the workers have realised that the committees provide them, in a manner and to an extent which the unions cannot, with the necessary means of influencing matters which affect their everyday life and which are possibly peculiar to their own particular industry, locality and job.

The activities of the staff committees on various railways are now briefly reviewed.

*North Western Railway.*—Early in 1924 a workshop committee, comprised of workmen elected from amongst themselves, was formed as an experimental measure in the carriage and wagon shops at Moghalpura. This committee met the works manager periodically and made suggestions for improving the working conditions of their fellow-workmen, and also represented their grievances and disabilities. But, in spite of the sympathetic consideration and encouragement given to them by the workshop management, the committee after one or two meetings ceased to function, and the movement died a natural death, due mainly to lack of interest by the employees themselves.

With the formation of the labour bureau in the carriage and wagon shops at Moghalpura, the administration felt that the workshop committee should be elected, and should function on the "Panchayat" system free from official restraint, as it was thought that the failure of the previous workshop committee was due mainly to diffidence on the part of the workmen to speak their minds, and to discuss questions, and put up suggestions freely in the presence of officials.

Bearing this in mind the administration has recently established a workshop committee in the carriage and wagon shops, Moghalpura, and it is intended to establish similar committees in the locomotive shops, and to extend gradually such committees to the outlying workshops and divisions as soon as sufficient experience has been gained from the committees already functioning.

The committee in the carriage and wagon shops consists of 30 members, which includes a president and a vice-president elected by the committee members. The members are all elected by the workmen from among themselves, the subordinate supervising and clerical staff being represented by 3 members, and the remaining 27 members representing all grades of workmen in the shops. The duties of secretary (who is ex-officio) are carried out by the labour warden, who arranges for the preparation and distribution of the agenda among the committee members seven days prior to the meeting at which the agenda is to be discussed. The committee meetings are held once a fortnight outside working hours, usually on a Saturday, unless it be a holiday when another convenient date is fixed.

Questions which pertain to the discipline and general welfare of the staff are discussed, and it is the duty of the committee to formulate recommendations and suggestions for submission to the employment officer who forwards the suggestions with his observations on all the points raised to the competent authority for necessary action. The employment officer, or in his absence his assistant, meets the committee once a month and advises and explains to the members matters in relation to the suggestions or recommendations which have been accepted or rejected. At the same time he takes the opportunity of discoursing to the members on general welfare work, disseminates safety-first propaganda, brings to the notice of the committee any points such as abnormal increase in the number of absentees, or increase in the number of accidents in the shops, etc., and invites the committee to co-operate and assist the administration in keeping such figures as low as possible.

The re-organised workshop committee of the carriage and wagon shops is in its infancy, but from observations made, the members appear to be keen and they take the confidence placed in them by their fellow-workmen seriously; the general atmosphere of the committee meetings is business-like, and the impression conveyed to the onlooker is that the members have a genuine desire to render service to their brethren. From the experience gained it is hoped that the formation of staff committees will go a long way towards creating a better understanding between the administration and the employees, to the mutual benefit or both.

*Eastern Bengal Railway.*—District welfare committees, which were introduced in the Traffic Department in 1922, consist of about eight members representing the various classes of staff. The members were originally nominated but are now elected. Menials are also given opportunities for selecting their representatives. These committees have per-

haps not been entirely successful in accomplishing the object for which they were formed, but the process is a gradual one and they have been useful in drawing attention to matters of general application and in obtaining improvements in conditions. Welfare committees on a district basis are now being organized for all staff on this railway.

*East Indian Railway.*—Every workshop has a welfare committee generally known as a "Faidamand Panchayat". The committee at Jamalpur has the deputy chief mechanical engineer as its president, 12 nominated members including the works managers and senior subordinates and 52 representatives from shops one or two of whom are elected from each shop. It is the duty of the delegates to bring to the notice of the management any discontent or complaints from the staff in their respective shops. They are also expected to communicate to the illiterate staff the contents of all orders and regulations which are issued for their benefit from time to time. The railway reports that the "Faidamand Panchayat" forms a valuable link between the management and the staff, as evidenced by the absence of any trouble during the last few years in these shops.

At Lillooah a shop welfare committee has been recently formed, consisting of 27 members of whom only 6 are nominated. The workmen have been given numerous concessions through the activities of this committee and recently as a result of its representations all workmen who have completed three years' service have been given the option of monthly rates of pay with improved leave privileges. The administration has also gained by considerable improvement in the attendance and output of the workers. Staff committees have also recently been formed on similar lines and with similar results in the workshops at Lucknow.

Another step towards the formation of such committees on the E. I. Railway was taken in March 1928, when the administration decided to form welfare committees on all divisions. These committees consist of two representatives of the European and Anglo-Indian staff, one of the Indian clerical staff, two of the Indian station (superior) staff, two of the Indian running staff, two of the menial staff at stations and one of the Indian permanent-way staff. The representatives are elected directly where possible and by a system of indirect election where necessary. In addition to the elected members the divisional superintendent nominates to the committee officials not exceeding the number of staff representatives. The divisional superintendent is the ex-officio chairman of the committee. The main subjects discussed relate to quarters, clothing, education, water supply, etc.

Questions regarding scales of pay and allowances may also be discussed by the Committee provided the following procedure is adopted :—

Questions regarding scales of pay and allowances may be discussed by the Committee, and the nominees of the railway administration should enter into such discussions, so far as it is necessary to ascertain from representatives of the staff the nature of and the grounds for requests for any improvements or enhancements. It will, however, not be permissible for them to associate themselves with any recommendations the representatives of the staff may wish to make. Regarding such matters, therefore, the entries in the Minutes should read somewhat as follows :—

"\_\_\_\_\_, representing the \_\_\_\_\_  
raised the question of \_\_\_\_\_. After discussion, the Committee agreed that the following entry should be made in the Minutes :—

Nature of request—\_\_\_\_\_

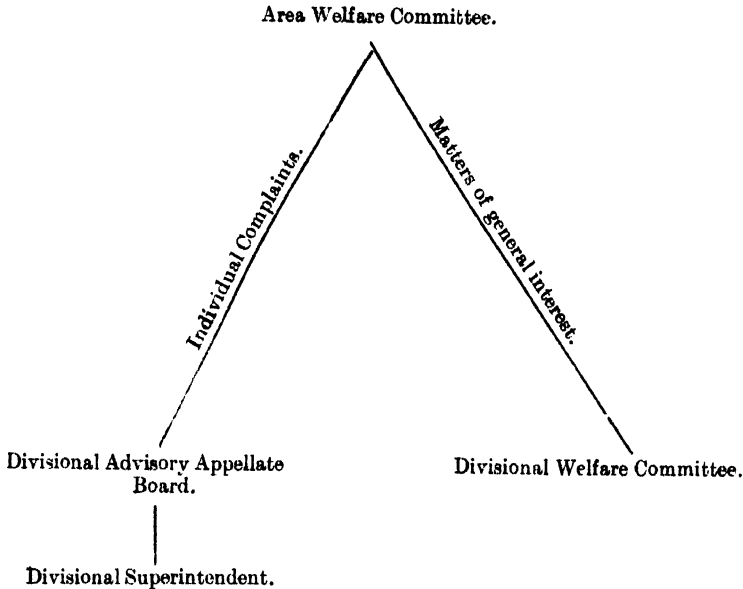
Reasons given for request—\_\_\_\_\_

As the nominated members of the Committee reserved giving any opinion, it was decided that the matter should be left for the Agent's decision."

A scheme is also under trial on a few divisions under which area welfare committees have been formed, each division being divided into about six areas for the purpose. These committees consist entirely of senior subordinates some of whom are nominated by the Divisional superintendent, and others elected by the staff. The subjects referred to these committees include individual complaints as well as cases of general interest. If the majority consider an individual case harshly dealt with, the committee refer it to the divisional superintendent with the request to have it re-examined by the Divisional Advisory Appellate Board which meets when necessary and consist of 4 senior officers selected by the



divisional superintendent including the officer whose order forms the subject of the complaint. The Divisional Superintendent is not bound by the orders of the Board but his final decision is communicated to the area committee. Matters of general interest are also discussed and referred when necessary to the Divisional Welfare Committee. The following diagram illustrates the scheme :—



*Great Indian Peninsula Railway.*—The organization of staff committees on the G. I. P. Railway consists of :—

- (a) A railway council,
- (b) Divisional Committees,
- (c) Station Committees at certain selected stations, and
- (d) Workshop Committees.

The railway council consists of five members nominated by the Agent and five representatives of employees, one elected by each divisional committee from its own elected members. The divisional committees consist of five members nominated by the Agent and five representatives elected by employees in the different departments. The station committees consist of two members nominated by the Agent and eight representatives of employees nominated by the divisional committee. Workshop committees consist of five members nominated by the Agent and five representatives elected by the employees.

The functions of the Divisional Committees are as follows :—

- (a) To provide a recognised means of communication between the employees and the Railway.
- (b) To give the employees a wider interest in the conditions under which their work is performed.
- (c) To consider any matters of interest to their divisions and to make recommendations to Divisional Officers with regard to those that affect them, subject to the right of the Railway Council to veto any recommendation if it be found to involve the interests of other divisions or be, in the opinion of the Railway Council, objectionable.
- (d) To consider any matters sent from the Station Committees, or from the Railway Council.
- (e) To make recommendations to the Railway Council.

Divisional Committees have no executive powers, but it is open to a Divisional Officer to take such action on a recommendation of a Committee as may be within the powers delegated to him by the Administration.

The functions of the Station Committees are to consider any matters, such as those referred to in items (a) to (e) above, and to report to Divisional Committees. The functions of the Workshop Committees are more or less on the general lines of those of the Divisional Committees in so far as the workshops are concerned.

The committees deal with all questions concerning welfare, but not questions of discipline or of the treatment of any individual. The following figures will give some idea of the results obtained from their working during the last two years :—

Recommendations sent to the railway council by the divisional committees .. .. .	160
Recommendations made to the Agent by the railway council ..	43
Recommendations approved of by the Agent .. .. .	34

In addition, divisional officers have brought into force on their own divisions recommendations submitted by station committees or divisional committees under their own powers, without reference to the railway council.

As regards the workshop committees, the following shows the number of proposals dealt with :—

Proposals put forward .. .. .	161
Number agreed to by the Works Managers .. .. .	31
Number agreed to by the Chief Mechanical Engineer .. .. .	15
Number agreed to by the Agent .. .. .	5

*B. N. Railway.*—District Welfare Committees have been established on the railway primarily to afford individual members of the Indian subordinate staff facilities for bringing personal grievances to the notice of higher authorities in a manner which will satisfy them that they are given full consideration. Representations regarding general conditions of service are also accepted for discussion. The District Welfare Committees consist of six members of the Indian subordinate staff representing the four main departments, Loco. two, Commercial two, Transportation one, and Engineering one. At present the members are nominated by the respective district officers but the intention is that a system of election should be introduced. Each District Welfare Committee elects its own Chairman.

Meetings of the District Welfare Committees are called by the Chairman as necessary, but ordinarily monthly. Before an employee can address the Chairman of the District Welfare Committee he must :—

- (1) have complied with the orders against which he wishes to appeal :
- (2) have already appealed to his District Officer for reconsideration of the orders issued and received a reply.

Members of the District Welfare Committee have access, in the office concerned, to any papers or files connected with cases under investigation. Findings of the Committee are sent direct to the District Officer concerned. If the Committee recommends a revision of orders passed to which the District Officer is not agreeable, the District Officer forwards the papers with his reasons to the Chairman of the District Board. The District Board of Officers consist of the District Engineer, District Loco. Superintendent, District Commercial Officer and the District Transportation Officer. If the District Board either unanimously or by a majority find that the District Officer should revise his orders their decision is binding on the District Officer. No District Officer can record a vote on one of his own cases.

The District Welfare Committees cannot question the orders of a Head of Department but may examine cases in which a Head of Department has passed orders to ascertain whether there were any relevant facts which were not clearly put before the Head of Department when he gave his decision.

*Bombay, Baroda & Central India Railway.*—Staff committees have been in existence in the Traffic Department on this railway for the past 10 years. Almost all the other departments have also already introduced staff committees or are taking steps to do so. recently a further step has been taken in this direction and a general staff committee representative of all departments has been formed. This committee has one or two elected representatives from each department. It meets the Agent twice a year or more often if required. District committees in the Traffic Department similarly consist of a number of elected members who elect their own president and secretary. They meet every other month and investigate general conditions and grievances of the staff and advise the district traffic superintendent.

*Madras & Southern Mahratta Railway.*—The general question of works committees is under consideration, and a scheme of this nature is being put into operation for the Transportation Department. This Railway is also introducing District and Central Staff Committees the objects of which are :—

- (a) To further develop the good relations between the officers and the staff,
- (b) To discuss any general or individual grievances of members of the staff which they may consider should be redressed,
- (c) To discuss suggestions for improving the efficiency of the service and thus,
- (d) To generally give the staff a better insight into the working of the undertaking as a whole and so increase their interest in it.

*South Indian Railway.*—Staff welfare committees have been formed at certain important centres on the railway. They consist of nominated and elected members of the staff and their functions are advisory. Within certain limits personal grievances of the staff are ventilated and discussed at the meetings of these committees (see Appendix "W").

*Assam Bengal Railway.*—A scheme for the establishment of District Staff Councils and District Officers Boards on this railway has been drawn up and submitted to the Board of Directors for consideration.

*Bengal & North Western Railway.*—Welfare committees have been formed on each district and in the workshops.

#### (iv) Works Councils and Industrial Councils.

Under item (13) (iii) details have been given of the machinery that has been provided by individual railways within their administrations. Joint standing machinery with Trades Unions in the form of Works Councils or Industrial Councils does not exist at the present time.

### (14) TIMEKEEPING, PIECEWORK, CONTRACT AND ATTENDANCE REGISTER.

#### (i) How and by whom kept and checked.

Registers are kept in the form of muster rolls in the case of employees in inferior service and of attendance registers in the case of literate employees. The following statement shows by whom these registers are kept :—

Engineering gangmen .. .. .	Mate in charge of the gang.
Workshop employees .. .. .	Timekeeping staff.
Employees in locomotive sheds .. .. .	Shed clerks.
Station Staff .. .. .	Station Master.

The registers are checked by the supervising staff, both subordinate and superior and also by the Accounts staff, during their inspections.

#### (ii) How and by whom wages actually paid to workers.

Wages are disbursed to the employees by a staff of pay clerks who belong as a rule to the Accounts Department.

Wages are paid in the presence of a responsible subordinate who attests the payments made to illiterate employees.

On the *N.W. Railway* a contractor is employed as a cashier and the pay clerks are in the employ of the contractor. The work of the contractor and the pay clerks is, however, under the direction and control of the Accounts Department and the detailed procedure is practically the same as when payments are made departmentally.

### (15) CONTRACTORS AS INTERMEDIARIES.

#### (i) Extent and character of work given on contract.

A list of the work commonly given out on contract in the various branches is given below :—

*Engineering.*—The greater portion of Engineering Works other than maintenance of track.

**Transportation.**—Unloading, loading and stacking of coal in running sheds, sale of cinders and ashes, picking of cinders, removing ashes from pits to dumping grounds, etc.

**Commercial.**—Refreshment rooms, dining car catering and sale of ice and aerated waters on trains. Vending on platforms, supply of licensed porters at certain of the more important stations, loading and unloading of public goods at certain stations, advertisements and the sale of newspapers.

**Stores Branch.**—(*N. W. and E. I. Railways*).—Making uniforms for railway employees.

**Mechanical Workshops.**—(*N. W. Railway*).—Carriage building, carriage painting, wagon painting and wagon reconditioning. Such work is usually given on contract to outside firms or individuals, when its inclusion in the shop programme would be likely to cause a dislocation in the normal working of the shops, due to congestion and the employment of a large quantity of temporary labour.

(*A. B. Railway*).—Building of new carriage bodies is done by Chinese labour working under a contractor. Foundry work, spring making and repairs are carried out similarly.

**Electrical Department.**—(*E. I. Railway and others*).—Wiring buildings. (*M. S. M. Railway*).—Electrical installations in buildings and the supply and erection of generating plant.

**Collieries.**—(*E. I. Railway*).—(*Gravelly Collieries*).—Three of the mines are let out to raising contractors.

**Bokaro Collieries.**—Raising and loading coal, removing earth and rock over coal, masonry work, carting of materials, etc., is done by contract.

**Printing Presses.**—On the *M. & S. M. Railway* about 10 per cent. of the Railway's printing work is given out on contract. No control is exercised over working conditions of outside Presses.

## (ii) Extent of sub-contracting.

No sub-contracting is allowed except with the permission of the railway authorities. Such permission, however, is rarely given.

## (iii) Control exercised over working conditions.

In most of the Engineering contracts a clause is provided to ensure that the housing and sanitary arrangements for the labour employed by contractors are satisfactory and adequate. The work is also supervised departmentally to see generally that labour works under conditions which are regarded as safe. On the *G. I. P. Railway* contractors are required to submit a weekly medical report regarding the health of the contractors' camp and a report of any accidents which may occur.

In the contracts given out in the Commercial branch the contractors are required to provide their labour with suitable uniforms.

In the Mechanical Workshops the hours of work observed by contractors' labour are the same as for departmental labour.

## (iv) Effects.

No remarks.

## CHAPTER III.

## (16) EXTENT TO WHICH HOUSING IS PROVIDED.

## (i) By employers.

The Railway Board have laid down that the general policy is to provide quarters :—

- (a) Where it is necessary for special reasons to provide accommodation for certain classes close to their work ;
- (b) Where conditions are such that private enterprise does not adequately meet the demand for housing the staff

Under (a) are included staff employed on the maintenance of permanent way, the majority of station staff, running staff, colliery staff, medical staff and a considerable proportion of shed and carriage staff.

**WORKSHOP STAFF.**—Up to the present, workshop staff have not as a general rule been provided with railway quarters, as the majority of railway workshops are located within a distance of two or three miles from big towns where accommodation is available, while the staff are not required to perform duties outside their fixed hours of work.

On a few railways, however, a proportion of the workshops staff are provided with houses owned or leased by the railways at moderate rates of rent. Thus on the *Burma Railways* 78 per cent. of the workshop employees in the carriage and wagon shops at Mytinge and 38 per cent. of the staff in the locomotive shop at Insein are housed in railway quarters. Similarly on the *B. B. & C. I. Railway* 92 units of quarters have been provided at Carroll Road in Bombay for housing the lower paid workshop staff at a rental of from annas 8 to Rs. 4 per mensem according to the rates of pay of the men. Arrangements have also been made to lease from the Development Department certain chawls at Worli Bunder so as to accommodate about 400 workmen. Similarly provision exists for housing a large percentage of the workshop employees at Khargpur (*B. N. Railway*) and at Golden Rock (*S. I. Railway*). On the *B. & N. W. Railway* a workshop colony is located at Gorakhpur for men employed in the workshops. The *R. K. Railway* also provides quarters for workshop employees where house accommodation is scarce.

In this connection the *B. B. & C. I. Railway* states that where private accommodation is unobtainable within reasonable distance from the station, quarters are provided by the Railway for a large proportion of the staff on payment of rent which in all cases is under 10 per cent. of the occupant's salary. At headquarters, viz., Ajmer and Bombay, no accommodation is provided for the artisan class as there is ample to be obtained in the two cities and the same applies to other stations where large towns exist, such as Delhi, Ahmedabad, etc.

The *E. B. Railway* also states that it is the policy of the Railway to provide staff with suitable accommodation in all localities where local supply is insufficient.

**CAPITAL EXPENDITURE ON STAFF QUARTERS.**—There is at present a dearth of quarters on most railways, but endeavours are continually being made to construct quarters in accordance with a pre-arranged programme, to the extent that funds permit in pursuance of the above stated policy. The following statement shows the capital

expenditure incurred and contemplated on the construction of staff quarters on Class I Railways :—

Name of the Railway.	Total Expenditure.		
	Incurred since the construction of the Railway to 1st April 1929.	Incurred during the last four years up to 1st April 1929.	Contemplated during the next two years.
	Rs.	Rs.	Rs.
N. W. Railway .. .. .	4,26,12,272	57,49,092	30,70,000
E. B. Railway .. .. .	80,00,000	5,08,651	4,00,000
E. I. Railway .. .. .	4,12,21,373	81,68,299	59,40,000
	(From the date of purchase)		
G. I. P. Railway .. .. .	3,12,89,544	67,44,601	26,71,000
Burma Railways .. .. .	1,33,00,000	30,50,000	20,00,000
B. N. Railway .. .. .	3,29,207,000	49,49,000	7,48,000
B. B. & C. I. Railway .. .. .	3,87,17,025	62,82,323	21,00,000
	(excluding branch lines).		
M. & S. M. Railway .. .. .	1,01,26,000	32,47,000	11,23,000
S. I. Railway .. .. .	1,22,00,000	73,26,431	11,70,000
A. B. Railway .. .. .	94,92,248	17,43,831	5,80,700
B. & N. W. Railway .. .. .	66,95,000	6,29,000	6,07,000
R. & K. Railway .. .. .	15,34,079	1,14,790	2,52,390
Total .. .. .	24,81,07,541	4,85,13,018	2,06,62,090

NOTE.—For the purpose of this statement "staff quarters" include institutes, schools, hospitals, etc. (but not stations and offices) and all staff quarters including those for superior staff.

It will be seen that the expenditure incurred on quarters on the principal railways since the commencement of operations is Rs. 24·81 crores, while the expenditure incurred during the last four years exceed Rs. 4·85 crores, and the next two years' programme contemplates a further expenditure of 2 crores.

COLLIERIES.—The capital expenditure on quarters provided for staff working in the collieries under the management of the Railway Department is shown in the following figures :—

Name of the Railway.	Total Expenditure.		
	Incurred since taking over of colliery up to 1st April 1929.	Incurred during the last four years up to 1st April 1929.	Contemplated during the next two years.
	Rs.	Rs.	Rs.
East Indian Railway .. .. .	1,60,215	3,55,023	1,00,000
Bengal Nagpur Railway .. .. .	3,63,450	1,59,935	Nil
Chief Mining Engineer .. .. .	9,28,813	4,73,751	3,15,032
Total .. .. .	17,52,478	9,78,709	4,15,032

**Quarters for construction staff.**—The staff employed on construction projects are housed in temporary quarters specially constructed for the purpose. Rent is charged at moderate rates, except in the case of menials who are generally given rent-free quarters. On the Calcutta Chord Railway labourers and artisans get free quarters.

**PERCENTAGE OF EMPLOYEES HOUSED.**—A statement showing the approximate percentage of employees housed in railway quarters is given below :—

Railway.					Percentage.
<i>North Western Railway—</i>					
Mechanical Workshops .. .. .	..	..	..	..	6.8 %
Printing Press .. .. .	..	..	..	..	Nil.
Signal Branch .. .. .	..	..	..	..	3
Electrical Branch .. .. .	..	..	..	..	18
Bridge Branch .. .. .	..	..	..	..	15
Stores Branch .. .. .	..	..	..	..	7
Staff employed on Divisions .. .. .	..	..	..	..	70
<i>Eastern Bengal Railway</i> .. .. .	..	..	..	..	35
<i>East Indian Railway—</i>					
Operating Staff .. .. .	..	..	..	..	70
<i>Great Indian Peninsula Railway—</i>					
Subordinates including menials .. .. .	..	..	..	..	19
Menials .. .. .	..	..	..	..	21
<i>Burma Railways—</i>					
Locomotive Department (other than workshops) .. .. .	..	..	..	..	60
Carriage and Wagon Shops, Mytinge .. .. .	..	..	..	..	78
Locomotive Shops, Insein .. .. .	..	..	..	..	38
Engineering Department (including skilled artisans) .. .. .	..	..	..	..	70
Traffic Department .. .. .	..	..	..	..	50
Stores Department .. .. .	..	..	..	..	Nil.
Medical Department .. .. .	..	..	..	..	86
Accounts Department .. .. .	..	..	..	..	8
<i>Bengal Nagpur Railway —</i>					
Engineering Department .. .. .	..	..	..	..	65
Traffic Department .. .. .	..	..	..	..	65
Loco. and Carriage & Wagon Shops .. .. .	..	..	..	..	36
<i>Bombay Baroda &amp; Central India Railway—</i>					
Subordinates (excluding menials) .. .. .	..	..	..	..	23
Menials .. .. .	..	..	..	..	58
<i>Madras &amp; Southern Mahratta Railway—</i>					
Engineering Department .. .. .	..	..	..	..	18
Electrical Department .. .. .	..	..	..	..	15
Transportation Department .. .. .	..	..	..	..	40
Mechanical Department .. .. .	..	..	..	..	6
<i>South Indian Railway -</i>					
Subordinates including menials .. .. .	..	..	..	..	24
Menials .. .. .	..	..	..	..	20
<i>Assam Bengal Railway</i> .. .. .	..	..	..	..	38
<i>Bengal &amp; North Western Railway --</i>					
Traffic Department .. .. .	..	..	..	..	93
Loco. Department { Running Staff .. .. .	..	..	..	..	80
{ Workshops .. .. .	..	..	..	..	14
Engineering Department .. .. .	..	..	..	..	75
Other Staff .. .. .	..	..	..	..	50
<i>Rohilkund &amp; Kumaon Railway—</i>					
Traffic Department .. .. .	..	..	..	..	93
Loco. Department { Running Staff .. .. .	..	..	..	..	80
{ Workshops .. .. .	..	..	..	..	20
Engineering Department .. .. .	..	..	..	..	70
Other Staff .. .. .	..	..	..	..	50
<i>Colliery Staff</i> .. .. .	..	..	..	..	ranges from 62 to 100

**(16) EXTENT TO WHICH HOUSING IS PROVIDED—(continued).****(ii) By Government or other public agency.**

In the case of State-owned (whether State-managed or Company-managed) Railways, Government, as owner of the properties, provides quarters as detailed above. In the case of Company-owned and Company-managed Railways, the Company provides the funds for quarters. In view of this a complete reply has been given under item (16) (i).

No quarters are provided by any other public agency.

**(iii) By private landlords.**

Staff not provided with quarters generally live in rented quarters owned by private landlords. In the larger towns some live without their families in messes. No information is available as to the percentage of the staff so housed.

**(iv) By workers themselves.**

Staff stationed at or in the vicinity of their native homes often live in their own houses; but the requirements of the service involve transfer from station to station on promotion, etc., so that it may be only occasionally that an individual is working near his own home.

On several railways subordinate staff are allowed house building advances amounting to 12 months' pay to enable them to build houses for themselves. This facility, however, is not utilized to any great degree by the staff in general for reasons detailed above and very rarely indeed by the lower-paid staff.

No statistics are available as to the extent to which housing is provided by workers themselves.

**(17) FACILITIES FOR ACQUISITION OF LAND FOR WORKERS' HOUSES.**

Railway Administrations when they require land for the building of workers' houses take action under the Land Acquisition Act.

No special facilities are given by the Railway Department for the acquisition of land by workers for their houses; but mention has already been made of house building advances which are allowed on certain railways.

**(18) NATURE OF ACCOMMODATION PROVIDED IN EACH CLASS.****(i) In relation to workers' demand.****(ii) In relation to best type from health point of view.**

In reviewing the scale of accommodation which is provided in railway colonies and at stations for the housing of railway staff, due consideration must be given to the conditions under which such staff would be housed in the villages from which many of them are drawn, or in urban areas where those who are not provided with railway quarters find accommodation. The scale of accommodation provided by Railways may appear inadequate according to western standards, but hardly any instance can be cited in which it is not far superior to the accommodation which the labour would enjoy if it was not provided. In the vast majority of villages, there is no provision for lighting, public paths, etc., the water supply consists of one or two wells which suffice for the whole village, while the open field has served as a latrine from time immemorial. In urban areas where municipalities exist, an attempt has been made to provide public conveniences of this nature, but even here the amenities are rarely on a scale comparable to those provided by railways. Very few houses in rural areas, and not all those in towns, are made of pucca brick, and the conditions with regard to crowding are far worse than are generally found in railway quarters. This is not to say that Railways do not appreciate their responsibilities with regard to the education of their staff in the enjoyment of more salubrious surroundings, and the design of staff quarters is constantly being altered to meet the growing demands connected with the rising standard of living.



The scale of accommodation varies slightly on different railways but the following details give a general idea of the standard provided :—

**MENIALS.**—One room about 90 to 100 sq. ft. in area, a verandah about 40 to 50 sq. ft. and a courtyard about 100 to 120 sq. ft.

**NOTE.**—(a) On some railways the courtyard is not provided, e.g., in the case of gangmen on the *E. I. Railway*; menials outside station limits on the *E. B. Railway*, etc.

(b) On the *S. I. Railway* the room is 155 sq. ft. in area and a kitchen courtyard and washing place are provided in addition. On certain railways (e.g., *N. W. Railway*) the old type of menial quarters did not include a courtyard but steps have been taken to add courtyards in the majority of cases.

**SKILLED ARTIZANS.**—Two rooms with a total area of from 190 to 220 sq. ft., a verandah about 40 to 50 sq. ft.

**NOTE.**—(a) Where quarters of this type are not available, skilled artisans are allotted the lower type provided for menials.

(b) On certain railways (e.g., the *B. B. & C. I. Railway*) the artizan type contains one main room, courtyard, verandah and a kitchen.

**JUNIOR SUBORDINATES.**—Two rooms with a total area of from 250 to 270 sq. ft., verandah 100 to 120 sq. ft., cook room about 25 sq. ft., bathroom about 35 sq. ft. and a courtyard about 250 to 350 sq. ft.

**NOTE.**—(a) On the *B., B. & C. I. Railway* (Metre gauge) staff in receipt of Rs. 81 to Rs. 149 are provided with quarters consisting of three rooms with a kitchen, bathroom, verandah and a courtyard in addition.

(b) On the *Burma Railways* a courtyard is not generally provided while a verandah is provided only in the case of staff on pay exceeding Rs. 30 and 2 rooms in the case of staff on pay exceeding Rs. 80 per mensem.

**JUNIOR EUROPEANS AND ANGLO-INDIAN SUBORDINATES.**—Two rooms, kitchen, bathroom, pantry or dressing room, verandah and a servant's quarter.

**NOTE.**—(a) On the *E. B. Railway* only one room is allowed to Europeans and Anglo-Indians drawing pay under Rs. 225 while those drawing a higher salary get two or three rooms.

(b) A separate type of quarter of a European and Anglo-Indian style is, according to Railway Memoranda, in existence only on certain railways (e.g., *N. W., E. B., E. I., and M. S. M.*). On some of these (e.g., *N. W. Railway*) the actual allotment of quarters is, however, made according to grade and pay and not to nationality, and on the *N. W. Railway* the question of devising a suitable design of quarters to suit the European and Indian alike is under consideration.

The scale of accommodation now being provided on the *G. I. P. Railway* is as under :—

Menials	..	..	..	210 sq. ft. plinth area.
Junior subordinates (pay up to Rs. 89)				380 sq. ft. plinth area.
Subordinate (pay Rs. 90–134)	..	..	..	481 sq. ft. plinth area.

The accommodation provided for employees in higher grades drawing Rs. 150 or over varies very considerably on different Railways.

The staff employed on construction projects are housed in temporary quarters specially built for the purpose.

On the *E. B. Railway* accommodation is provided for each class of staff in accordance with the standardized designs. Bathrooms, kitchens and latrines are provided and the standard designs legislate for the best type of quarter being constructed within the limit of the capital cost of each.

On the *B. N. Railway* the type of quarters for the Indian staff of all departments is according to the standard adopted on the Railway.

On the *M. & S. M. Railway* the existing designs for the accommodation of labour have been standardised as much as possible, and are the result of various suggestions received from time to time with a view to the improvement of the earlier designs. There is a con-

stant demand by labour for extensive accommodation to meet the requirements of a large family and numerous dependents, as well as live-stock. For obvious reasons it is not possible to adopt a standard which would meet every demand.

**ELIMINATION OF RACIAL DISCRIMINATION IN THE PROVISION OF HOUSING.**—It should be clearly understood that in the past Railways constructed staff quarters according to two separate designs, i.e.,—

(a) for occupation by Europeans and Anglo-Indians, and

(b) for occupation by Indians.

These designs were naturally different as regards details. The Europeans, for instance, did not require a courtyard which was essential to the Indian owing to the custom of "Purdah". For obvious reasons these quarters, which numbered many thousands, could not be demolished and replaced by new quarters which would suit both European and Indian alike. When it was decided, therefore, that all racial discrimination must be eliminated, railways were confronted with a problem which could not be immediately solved. The first step taken in this direction was to adopt the policy of allotting the already existing quarters *to staff according to grade and pay*; orders to this effect were issued by the Railway Board to State-managed Railways. Railways, generally, have adopted this policy.

It was then necessary to investigate if the existing quarters could be modified, so as to meet the requirements of both nationalities and to design quarters for future construction to new plans which would be acceptable to both. These new quarters are being allotted, in a similar manner, to staff according to grade and pay.

It will be readily realized that the whole problem is one of considerable difficulty and the provision of quarters on the new designs cannot be rapid as progress must of necessity be dependent on the extent to which funds are available.

## (18) NATURE OF ACCOMMODATION PROVIDED IN EACH CLASS—

(continued).

### (iii) Provision made for lighting, conservancy and water supply.

The provisions made in railway colonies for lighting, conservancy and water supply is generally adequate and on a scale superior to that enjoyed by similar types of labour living under village or urban conditions. The low standard of education makes the problem of sanitation peculiarly difficult but this question receives continuous attention under the supervision of the Medical Officers of the Railways who are provided with special staff for the purpose. In addition, on most railways, Sanitary Committees have been formed at various centres, which meet periodically and make suggestions for improving the sanitary conditions of railway colonies (see item 27).

The organization of the Sanitary Committees is often under the Engineering Department, as this branch is in the best position, both to supervise the general condition of railway quarters and to rectify deficiencies. The local medical authority is, of course, always a member of the Sanitary Committee. Conservancy and sanitary squads operate at all large stations, while sweepers are provided at the smaller ones.

In workshops, latrine accommodation is generally provided in the form of septic tanks, while in railway colonies night-soil carts are in use. Superior type quarters are provided with individual latrines, but for lower grade quarters blocks of latrines with separate accommodation for men and women are provided at a suitable distance from the blocks of quarters.

Arrangements are made to supply pure drinking water for the staff. In larger stations the water is either taken from the municipal supply or is pumped from wells and distributed from high service tanks. The superior types of quarters are supplied with separate taps while common standpipes on brick or cement platforms provide for the requirements of menials' quarters. At smaller stations tube wells and open wells are provided. The water is tested periodically as to its fitness for human consumption. On sections of some railways where drinking water is either scanty or unsuitable (e.g., *N. W. and E. B. Railways*) water is provided by means of travelling tanks.

When building quarters for the staff, every endeavour is made to select sites which are well drained, free from vegetation and situated in a healthy locality.

*Conditions of men not provided with Railway quarters.*—At way-side stations, only a very small proportion of the staff is not provided with railway quarters. Such men find accommodation in the adjoining villages. Men whose homes are in the vicinity often

choose, even if railway quarters are provided, to live in their own villages where they own a plot of land under cultivation by other members of the family unit. The conditions in villages are marked by the absence of the ordinary amenities of life, such as pure water supply, schools or dispensaries, but there is plenty of sunlight and sometimes freedom from over-crowding.

At larger stations a considerable proportion of the staff have to make their own arrangements. The conditions obtaining within municipal limits are in a sense superior to those found in rural areas: the houses are subject to some form of building regulations though as a rule they are inferior to railway quarters for the same rent, and the ordinary amenities of life such as schools, hospitals, water supply, lighting, conservancy are provided. In large towns, however, over-crowding with its attendant evils is rife, and in many cases the workers are forced either to live in messes without their families, in congested areas amidst insanitary surroundings, or to reside in the suburbs where house accommodation is cheaper. Workshop employees who are generally not provided with railway quarters live either in the towns where the workshops are located or in the adjoining villages from which a large proportion of the employees are recruited.

*The G. I. P. Railway* remarks that living conditions vary with the locality. In Bombay considerable facilities exist owing to the activities of the local authorities and private enterprise, but overcrowding however, is common, and it is feared that the lower paid staff live under conditions inferior to those who live in Railway quarters, and they pay excessive rents for the accommodation they occupy. Up-country, advance has been made in hygienic surroundings in many stations, but there is room for much improvement. Conditions are good at certain stations where there are local Municipalities who have interested themselves with the health and welfare of the people. Conditions at Bhusaval and Jhansi, two of the largest stations on the G. I. P. Railway, are unsatisfactory owing to the lack of sanitary arrangements and adequate water supply, and want of ventilation in the houses provided. On the whole the conditions under which the lower paid staff live in outside quarters must be considered unsatisfactory. Among the better paid staff it is usually very difficult to obtain outside accommodation as the class of dwellings they would live in are not generally available, and in consequence, they are overcrowded or live in inferior and unhygienic dwellings.

## (19) UTILIZATION BY WORKERS OF ACCOMMODATION AVAILABLE.

The accommodation provided is fully utilized, except where employees have their homes in the vicinity. Thus gangmen recruited locally from the adjacent villages often prefer to live in their own villages where they have a small plot of land under cultivation which provides a means of supplementing the family income. Otherwise the railway quarters which are as a rule distinctly superior to any outside accommodation available at a similar rent and in more sanitary surroundings, are almost invariably occupied.

*The N. W. Railway* reports that the difficulty of obtaining suitable accommodation, other than that provided by the railway, in the larger towns and cities on the N. W. Railway system, coupled with the high rents charged, is such that any facility in the way of accommodation that is provided by the administration is fully utilized. The experience of other railways is similar.

*The M. & S. M. Railway* reports that quarters for Permanent-way Coolies are provided at the more important stations, but it is found that elsewhere the coolies prefer to live in their villages, and the quarters provided are unoccupied.

## (20) RENT RATES IN VARIOUS CLASSES.

**STAFF ENTITLED TO FREE QUARTERS.**—Men who under ordinary circumstances of work are liable to be called upon at any time without notice to attend to the business of the railway are generally provided with quarters free of rent. The following are the classes of employees who have been generally allowed this concession —

- (a) *Traffic.*—Subordinate and inferior staff, including station masters, assistant station masters, booking clerks, ticket collectors, pointsmen, lampmen, chowkidars, watermen, sweepers, gatekeepers, etc.

**NOTE.**—On the *B. N. Railway* free quarters are admissible to booking clerks and such other clerks as may be ordered to live within station limits.

(b) *Engineering*.—Staff employed on the maintenance of permanent-way, including mates, keymen, gangmen, etc.; carpenters and blacksmiths including coolies working under permanent-way inspectors and inspectors of works; trollymen, chowkidars, gatemen, and sweepers with interlocking maintenance staff.

(c) *Locomotive Department*.—Shed staff who are required to live close to their work, e.g., boilermakers, fitters, cleaners, engine-lighters, coal coolies, greasers, watchmen, etc.

NOTE.—Drivers pay rent except on the *B. N. W. and R. K. Railways* where those in receipt of less than Rs. 45 per mensem, firemen and khalasies get free quarters.

On the *M. & S. M. Railway* only fuel and shed watchmen get free quarters.

On the *E. I. Railway* engine drivers, shunters and firemen appointed prior to 13th September 1926, as well as all shed staff in lower grades are eligible for free quarters if available. When quarters are not available they are not given any allowance in lieu.

(d) *Medical Department*.—All subordinate and menial staff.

(e) *Marine*.—All staff working on ferries, pontoons and launches.

(f) *Watch & Ward*.—All subordinate staff except clerical staff.

NOTE.—On the *Burma and B. N. Railways* all menials are provided with quarters rent free. On the *G. I. P. Railway* office hamals of a ministrative offices are given free quarters.

(g) *Colliery Staff*.—All classes of labour.

**HOUSE ALLOWANCE IN LIEU OF FREE QUARTERS.**—An employee entitled to free quarters but for whom no accommodation is available is generally given a house rent allowance in lieu. The maximum rate on certain railways (e.g., *G. I. P., B. & C. I., and M. & S. M. Railways*) is fixed at 10 % of pay (in the lower grades a higher percentage is allowed) or the actual house rent incurred by him, whichever is less. At places where house rents are exceptionally high, a higher percentage of pay is allowed. Thus the *G. I. P. and B. & C. I. Railways* allow 20 % in Bombay, while the *M. & S. M. Railway* allowed 15 % subject to a maximum of Rs. 25 per mensem, at Madras, Poona, Perambur and Ghorpuri.

On the *N. W. Railway* house rent is allowed only to employees other than those in inferior service, as the latter are generally provided with free quarters when they are required to live close to the work.

On the *E. B. Railway* staff who are liable to be called to duty at any time and who would ordinarily live in railway quarters free are allowed house rent allowance when free quarters are not available.

The *E. I. Railway* staff taken over from the company are allowed Rs. 3 in lieu of free quarters in the case of employees such as ticket collectors, booking clerks, etc., and Rs. 1-8-0 in the case of lower paid employees such as number-takers, telephone clerks, etc.

On the *A. B. Railway* staff entitled to free quarters who are not provided with accommodation are granted an allowance up to Rs. 5 per mensem to enable them to rent accommodation and they make their own arrangements.

**NEW HOUSING POLICY ON STATE-MANAGED RAILWAYS.**—Recently the Railway Board have, with the concurrence of the Secretary of State, revised the policy in regard to the grant of free quarters and rent on State-worked Railways. Under the new policy all future entrants will have to pay rent, except men in inferior service. Further each class of quarters is pooled and rent assessed and levied (subject to a maximum of 10 % of pay in any individual case) at a rate calculated to yield not less than 4 % on the capital cost of each class of quarters excluding cost of land. This percentage represents interests and cost of maintenance. Depreciation charges are met from the general revenues of the railway and are not taken into account in determining the assessed rent.

**RATES OF RENT.**—The precise method of levying rent varies on different railways. It is generally on a room or floor area basis, or on the capital cost subject to a maximum of 10 % of the pay of the occupant. In actual practice the rent charged varies from 3 to 10 % of pay. In the case of the running staff pay for this purpose includes an additional percentage representing the average overtime and mileage allowances earned.

The methods of assessing rent on the principal railways are as follows :—

On the *N. W. Railway* rent is assessed at the rate of Rs. 1-8-0 per 100 sq. ft. for main rooms, and Re. 1 per 100 sq. ft. for side rooms, verandahs and outhouses.

On the *E. I. Railway* the old East Indian Railway staff are charged Rs. 3 per 100 sq. ft. subject to a maximum of Rs. 6 per room or one-ninth of pay, whichever is less.

On the *G. I. P. Railway* rent is assessed at the rate of annas 12 per 100 sq. ft. in the case of Europeans and Anglo-Indians of the Traffic Branch and all Indian subordinates, and at the rate of Re. 1 per 100 sq. ft. in the case of European and Anglo-Indians of other branches.

On the *Burma Railways* the maximum limit for men drawing not less than Rs. 25 and not more than Rs. 100 is 5 % of pay, while men drawing less than Rs. 25 are housed free. Drivers, guards and Travelling Ticket Examiners, whose pay does not exceed Rs. 210 per mensem, pay a fixed rent of Rs. 8 per mensem for the first unit and Rs. 6 per mensem for each additional unit which they may be entitled to occupy.

On the *B. N. Railway*, rent is assessed at the rate of Rs. 1-8-0 per 100 sq. ft. for all rooms, but at Kharagpur it is charged at the rate of Re. 1 per 100 sq. ft. for the bazar type of quarters.

On the *B. & C. I. Railway*, the methods of assessing rent on the broad and metre gauge are different. The rent charged on the broad gauge is based on 6 % of the capital cost and on the metre gauge it is Rs. 8 per 250 sq. ft. for main rooms and Rs. 4 per 250 sq. ft. for side rooms. On quarters constructed before the war, the standard rent generally works out at a little less than 10 % of pay, but on quarters constructed after the war full economic rent is never realised owing to the operation of the 10 % limit. In some cases the return obtainable is only about 2 % on capital cost.

On the *M. S. M. Railway*, rent is charged at 6 % of the capital cost throughout the metre gauge and north-east line of the broad gauge and 7½ % on the remaining portion of the broad gauge.

On the *S. I. Railway*, the accommodation supplied and rent charged is given in the following table :—

Type.	Main rooms.	Total floor area.	Grade of pay (monthly) of occupier.	Rent monthly.	Percent of pay of occupant.
			Rs.		
		sq. ft.		Rs. a. p.	
B. .. ..	1*	155	12—29	0 8 0	4.17 to 1.72
C. (old) .. ..	1*	257	30—99	2 0 0	6.66 to 2.02
C. .. ..	2*	280	30—99	3 0 0	10 to 2.98
D. .. ..	2*	546	51—74	3 0 0	5.88 to 4.05
F. .. ..	2*	763	100—200	5 0 0	5 to 2.5

\* Kitchen, washplace and courtyard are provided in addition.

On the *B. N. W. and R. K. Railways*, rent is charged at 4½ % of the capital cost. In the colony provided for Loco. workmen at Gorakhpur rent is charged at Re. 0-12-0 per unit per month.

As already stated, no rent is recoverable under the new policy from menials provided with quarters on State-managed railways. On other railways where rent is charged, a flat concessional rate of 8 annas is generally levied.

**(21) SPECIAL PROBLEMS ARISING IN CONNECTION WITH VARIOUS CLASSES OF HOUSING, e.g.**

**Subletting ; Occupation of employers' houses by tenants in other employ ; Eviction.**

No subletting is generally allowed. Where, however, owing to paucity of quarters a railway employee is not provided with a house, he is permitted to share a railway quarter with another.

In regard to eviction, under section 108 of the Indian Railways Act, a railway administration can apply to a magistrate for eviction of a railway servant, discharged or dismissed, who refuses to quit a railway quarter when asked by the administration to do so. The occasions on which recourse to legal proceedings of this nature have, however, been very rare and have generally been confined to strikes when employees who having ceased work and have been discharged, have refused to surrender their quarters which are required for new recruits.

**(22) MORAL EFFECT ON WORKER OF INDUSTRIAL HOUSING CONDITIONS.**

**Improvements tried and suggested.**

*E. B. Railway.*—The conditions conducive to comfort and sanitation of staff living in railway quarters are better than of those living outside and it is considered that better work is obtained from employees adequately housed in proximity to their work than from those not housed and living at a distance.

*Burma Railways.*—It is considered that the provision of comfortable and sanitary quarters has a very great effect on the efficiency and general well-being of the staff.

*M. S. M. Railway.*—Where staff live in villages they do so under normal conditions, and it is an accepted fact that the sanitary conditions are inferior to those obtaining in railway colonies. Where the railway provides accommodation it issues regulations with a view to ensure cleanliness, etc. The moral effect on the staff provided with accommodation which is superior to that obtainable in the villages, in addition to the provision for water, etc., is held to be beneficial.

*S. I. Railway.*—There is no doubt that the moral effect on the worker of the improved housing conditions, is beneficial and this is the reason that led the administration to lay out a large colony on the latest and most improved lines at Golden Rock.

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*Statement of medical statistics of subordinate staff on Class I Railways for April 1928 to March 1929 (one year).*

Name of Railway.	Staff drawing Rs. 250 and over.		Staff drawing Rs. 30 and over, but less than Rs. 250.		Staff drawing less than Rs. 30.	
	Average percentage of certificates issued.	Average percentage of men days lost through sickness.	Average percentage of certificates issued.	Average percentage of men days lost through sickness.	Average percentage of certificates issued.	Average percentage of men days lost through sickness.
N. W. Railway .. ..	4.14	1.67	5.0	1.72	2.68	.78
E. B. Railway .. ..	9.57	3.34	13.2	2.44	7.31	1.12
E. I. Railway .. ..	12.64	3.55	9.10	2.95	4.55	1.36
G. I. P. Railway .. ..	11.7	3.76	7.81	2.26	3.59	1.05
Burma Railways .. ..	14.4	3.59	13.2	3.04	3.63	.67
B. N. Railway .. ..	5.04	1.17	9.49	2.28	4.84	1.28
B. B. & C. I. Railway ..	6.7	1.93	7.48	2.23	4.36	1.14
M. & S. M. Railwa .. ..	5.68	1.94	4.53	1.58	2.32	.75
S. I. Railway .. ..	11.9	2.73	6.86	1.61	4.28	0.97
A. B. Railway .. ..	5.35	1.23	4.64	1.01	4.64	1.01
B. N. W. Railway .. ..	7.43	1.23	10.7	1.87	3.47	.66
R. K. Railway .. ..	4.6	1.02	9.66	2.09	3.76	.74

NOTE.—The men-days lost through sickness refers only to time lost through sick leave; in addition to which a certain amount of time is lost through sick men taking ordinary leave.

## CHAPTER IV.

## HEALTH.

## (23) GENERAL HEALTH CONDITIONS OF WORKERS.

## (i) Figures of mortality.

## (ii) Birth-rate and infant mortality, methods of registration.

A statement is provided indicating the percentage of sick certificates issued to employees on various railways during the year ending March 1929 together with the percentage of men-days lost on account of sick leave taken by the staff. This does not, however, include the ordinary leave which has been taken by employees on account of sickness for which no figures are available. The Railway Board does not maintain figures relative to mortality or birth rate in regard to railway employees. Individual railways as will be seen below compile certain figures, but the wide dispersion of the staff coupled with the fact that many workers live in towns or villages outside the medical or sanitary jurisdiction of the railway authorities makes it extremely difficult to obtain accurate figures.

*N. W. Railway.*—The statistics published by the various provincial administrations show the figures of mortality, birth-rate, and infant mortality, for the districts through which the railway runs. No separate statistics for railway employees as distinct from the population of the districts are published

*E. B. Railway.*—The figures supplied by this railway are as under :—

Mortality among employees .. .. .	1.5	per thousand.
Birth-rate (figures un-corrected) .. .. .	17.3	do.
Infant mortality of registered births .. .. .	169.4	do.

*E. I. Railway.*—The figures of mortality for the railway staff of this line are as under :—

—	Strength of staff.	Deaths.	Mortality figure per thousand.
Europeans .. .. .	4,120	16	3.8
Higher class Indians .. .. .	32,391	48	1.4
Menials .. .. .	1,24,030	315	2.5

The figures for birth-rate and infant mortality have not been supplied, except for the colliery staff in respect of whom the following statistics are furnished :—

	Births.	Infant mortality.	Total mortality.
1924-25 .. .. .	582	97	290
1925-26 .. .. .	534	109	250
1926-27 .. .. .	489	120	273
1927-28 .. .. .	481	113	276
1928-29 .. .. .	495	89	235

*Burma Railways.*—During the past 12 months there were 68 deaths among railway employees out of a total staff of 29,000. It is not possible to submit figures of birth-rate and infant mortality without obtaining definite information from municipal registrars, etc.

*G. I. P. Railway.*—The reported mortality rate among employees actually in the service for the year 1928-29 was 1.99 per thousand. The birth-rate among the railway population is not available because many births occur outside railway premises. Among the people living in railway premises the infant mortality rate during the six months ended 30-6-29 was 190.6 per thousand notified births.

*M. S. M. Railway.*—The total number of deaths among railway employees as reported during the last 3 years by the Medical Department of this railway were :—

1926 .. .. .	78
1927 .. .. .	114
1928 .. .. .	131



Information regarding birth rate and infant mortality amongst the Company's employees is not available.

*S. I. Railway.*—Mortality among the employees of this railway is about 0·75 per cent or 7·5 per thousand.

*Method of Registration.*—As a general rule no separate statistics for the railway population are compiled. On the *M. S. M. Railway*, however, the station master acts as the registrar of births and deaths occurring within railway premises and the permanent Way Inspectors at places between stations. On the *E. B. Railway* registers are maintained at some of the larger stations by District Medical Officers.

## (23) GENERAL HEALTH CONDITIONS OF WORKERS—(continued).

### (iii) Working conditions. (a) at work places ; (b) at home.

The conditions regarding hours of work are described in Chapter IX, and the sanitary arrangements in Chapter III and under item 26 below. The other working conditions vary for different classes of staff. In workshops working conditions are regulated by the Indian Factories Act. Outside the workshops conditions vary, those of running staff being totally different from those of staff employed in clerical or manual work. Staff whose duties are of an outdoor nature are often exposed to great heat and to the inclemencies of the weather but they escape the disadvantages attached to a purely sedentary occupation.

The number of notoriously unhealthy places on each railway and the staff employed at such places is given below :—

*N. W. Railway.*—There are no exceptionally unhealthy stations but the climatic conditions, vary very greatly. There is Jacobabad notorious for its intense heat in summer, and not far away Baluchistan, where in winter more severe cold is experienced than in Britain.

*E. B. Railway.*—The whole of Bengal is notoriously unhealthy. There are, however, 23 particularly bad stations on account of the heavy incidence of malaria. The staff employed at these stations number about 1,000. The section running through Assam is particularly unhealthy and a special allowance is given to the staff employed on that section. No special arrangements have so far been made to transfer staff from unhealthy stations periodically. Efforts are, however, made to recruit men locally.

*E. I. Railway.*—There are seven particularly unhealthy stations with a total staff of 314 men. A compensatory allowance is given at such places to the Traffic, Locomotive and Carriage and Wagon but not to the Engineering staff who are generally local recruits. It is not the custom for the staff to be permanently transferred from these stations.

*G. I. P. Railway.*—Five stations are classed as unhealthy with a total staff of only 53 men, who are given compensatory allowances. Transfers are allowed at intervals of 6 months, but many of the low-paid staff are local inhabitants and prefer to stay at these places.

*Burma Railways.*—No place is notoriously unhealthy, but there are 82 comparatively unhealthy stations with a total staff of 848 men who are allowed a compensatory allowance. Staff stationed at these places are transferred at intervals.

*B. N. Railway.*—There are approximately 31 stations on this railway that are notoriously unhealthy and the staff, besides being provided with special medical comforts, are granted compensatory allowances in addition to pay:—

Menials and unskilled staff .. .. .	Rs. 2 per mensem.
Skilled staff .. .. .	Rs. 5 „

The number of employees stationed at all these places is not readily available, but in the two important stations, i.e., Dongooposi and Birmitrapur the strength of the staff is approximately 230 and 39 respectively. In other places the number of employees is comparatively very small. No arrangements exist for periodical transfers, but every consideration is given to men who apply for a transfer.

*M. S. M. Railway.*—There are 60 notoriously unhealthy stations with a total of 558 employees. Transfers are made periodically and an allowance given, except in the case of local recruits.

*S. I. Railway.*—No place is notoriously unhealthy but 16 stations are classed as unhealthy with a total staff of 151 men.

*A. B. Railway.*—Two sections aggregating 62 miles of track are specially bad. The number of persons employed on these sections is 1,154. Compensatory allowances are allowed, but there is no regular system of periodical transfer.

**R. K. Railway.**—There are 19 such places with a total staff of 250 men. An allowance of Re. 1 to Re. 2 is allowed to men employed in jungle tracts. Transfers are also allowed from such places.

Recently all railway administrations have been advised that the Railway Board see no objection in principle to the grant of climate allowances at places where health conditions are really bad and that they consider that in such places arrangements for periodical transfers are clearly desirable.

#### (iv) Dietary.

It is impossible to give details of the dietary of 800,000 railway employees scattered over the length and breadth of India. There is no doubt that the diet of a great many workmen is often unsuitable and sometimes insufficient. There are, however, signs that the rising standard of living is having a beneficial effect on the dietary of the lower paid employee; wheat is taking the place of lower grade grains in certain provinces and the diet is becoming more varied. At the same time it must be remembered that the staple diet will always be chiefly confined to the local agricultural produce which is generally determined by climatic conditions. A few railways have remarked on the dietary prevalent in the areas served by their lines.

**E. B. Railway.**—The dietary of employees of the railway consists of the following articles :—

Rice, Dal, Fish, Ghee, Sugar, Milk, Vegetables, Mustard oil and salt. The price of these food-stuffs varies in the different localities, being higher in the towns than in the country.

The cost of a daily diet consisting of the above articles of a good quality in Calcutta would be about six annas. The lower paid classes in Calcutta are often unable to afford an adequate diet of the above articles, and resort to the innumerable adulterated and artificial products which are sold in the larger towns. There is quite a large industry devoted to the production of artificial ghee and mustard oil which are of no food value at all.

In the country areas, the lower paid staff are better off. Vegetables are plentiful and many employees keep cows and goats and thus obtain for themselves an adequate supply of good milk and ghee. The price of fish in the towns is prohibitive for the poorer paid staff, but this does not apply in the country areas where there are ample fish for the catching. The price of rice varies from year to year according to the harvest and locality. It is cheaper in the country than in the towns.

**B. B. & C. J. Railway.**—A large number of employees are not properly nourished because they are bread winners for a large number of relatives all entirely dependent upon them.

**B. N. W. and R. K. Railways.**—Most of the employees are vegetarians with the exception of Mohammedans. The ordinary diet of the working classes is an unphysiological one, with a great deal of ballast, and excess of carbohydrates. This accounts for the prevalence of gastro-intestinal diseases, notably dyspepsia. The diet is moreover monotonous.

#### (v) Physique.

Railway employees prior to engagement generally undergo a medical examination, which consists of two parts; i.e. (a) general physical examination, and (b) vision tests. A candidate for first appointment is placed generally in one or other of three groups dependent on the required standard of vision necessary for the work on which he will be engaged. The three groups usually are as follows :—

**GROUP A.**—For which vision tests are required in the interests of public safety.

Footplate staff, Rail car drivers, Navigating Staff and all Running staff. Shunting staff, Pointsmen, Station Masters and other staff in operative control of signals; Loco., Signal and Transportation Inspectors. All staff authorized to work trolleys, Yard Supervisory staff, Road motor drivers, Gatekeepers on level crossings.

**GROUP B.**—For which Vision tests are required in the interests of the employee himself, his fellow workers, or both.

Permanent-Way Mistries; gang mates and keymen; Assistant Surgeons; such station and yard non-supervisory, shed, certain staff in workshops and engine rooms, and other staff as are engaged on duties where failing eyesight may endanger themselves or other employees from moving vehicles or moving parts of machinery.

**GROUP C.—For which Vision tests are required in the interests of the Administration only.**

Staff in clerical and kindred occupations ; other staff in whom a higher standard of vision than is required in the clerical and kindred occupations is necessary for reasons of efficiency ; and others not coming under Groups A or B.

The staff in groups A and B are required to appear for re-examination periodically throughout their service for vision, in order to ensure their continued ability to discharge their duties with safety. Those in group A have to appear every three years from the date of appointment up to the age of 45 years and then annually ; those in group B are re-examined at the age of 45 and again at the age of 50. Employees in group C are exempt from periodical re-examination. Any employee, however, may be required to undergo a special re-examination after failure to comply with signals, at the requisition of his departmental superior : or after illness, at the discretion of the district medical officer concerned.

Most of the railways report that the general physique of the employees is satisfactory. The only exceptions are the E.B., A. B. and B. B. & C. I. Railways. The problem of health is specially difficult in Bengal. The province is low-lying, with very heavy rainfall, and drainage is difficult. The thickness of the undergrowth requires special measures to ensure healthy surroundings for the staff. The province is the favourite haunt of malaria and 1/5th of the sickness on the E. B. Railway, and 1/4th on the A. B. Railway is due to this disease. Pyorrhæa is also common.

**N. W. Railway.**—The standard of physique of the employees is generally good. (Punjabies particularly have the reputation of being a virile race).

**E. B. Railway.**—The physique of employees on this railway is poor due to bad climatic conditions, inadequate nutrition, early marriage, the purdah customs of the country and the prevalence of endemic diseases.

The health of employees on this Railway cannot be described as good. 67% suffer from pyorrhæa and with such a figure it is not surprising that staff do not keep good health. The total number of days of certified sickness of staff was.—

2,89,636 in 1926-27.  
3,15,810 in 1927-28.  
and 3,02,047 in 1928-29.

which gives the average number of days lost per annum as follows :—

Subordinate staff drawing.	1926-27.	1927-28.	1928-29.
Above Rs. 30 and under 250 per mensem ..	9.64	9.97	8.81
Under Rs. 30 per mensem .. .. .	3.64	4.13	3.98

**E. I. Railway.**—In the workshops at Lilloah the health of the employees is generally fair though epidemics in the bazaars and congested urban areas are frequent usually just before the rains break. Malaria and Kala-azar are also common in Bengal. Elsewhere on the E. I. Railway the health of the employees is well maintained.

**B. B. & C. I. Railway.**—The railway reports that the standard of health of Railway employees is not high, due possibly to a large number of them not being properly nourished because the employee appears to be the bread earner for a large number of relatives all entirely dependent upon him ; general overcrowding ; in dwellings, unsuitable clothing permitting chills, etc. ; neglect of the teeth causing pyorrhæa and its resultant train of debilitating conditions ; adverseness to continuing medical treatment after acute symptoms have subsided ; unhealthy condition in which many families live under the screen of purdah ; and finally, ignorance of the lower paid staff resulting in eye diseases, skin diseases, smallpox, infantile mortality.

For 75,000 employees there are 48,000 sick certificates issued annually resulting in 406,368 days of labour being lost.

**M. S. M. Railway.**—The physical standards required of recruits are now more rigid than a few years ago. In certain grades, the employee is examined at regular intervals, as to his fitness for the class of work on which he is engaged, and these intervals are considerably shortened after the age of 50 years is reached. The general physique of Railway employees is, in consequence, satisfactory and should compare favourably with that of the employees of all other Commercial and Industrial undertakings.

**B. N. W. and R. K. Railways.**—Physique in most cases is poor, chiefly due to diet but the prevalence of malaria is an important factor also.

**(23) GENERAL HEALTH CONDITIONS OF WORKERS (continued).****(vi) Effect of disturbance of sex ratio in industrial cities.**

The extent of disturbance of family life is dealt with under item (4), from which it will be noticed that, except in the circumstances described and on the Burma Railways, the disturbance of the sex ratio is negligible.

**(vii) Relation between housing and mortality.**

It is generally assumed that the superior conditions which obtain in railway colonies and at stations in regard to housing and sanitation must have a beneficial effect. No detailed statistics are available in support of this contention, however. The *E. B. Railway* remarks that "figures of mortality and of infant mortality amongst employees are considerably better than the corresponding figures in Bengal generally and though in the case of mortality figures this can be partly attributed to the ages at which staff are in employment, the figures would seem to show that attention to comfortable housing has had some effect."

**(24) EXTENT OF MEDICAL FACILITIES PROVIDED.****(i) By employers.**

The preservation of the health of the staff and the prevention of epidemic diseases in railway settlements have a very important bearing on the efficient and economic working of railways and apart from the humanitarian aspect of the question, an efficient medical organization is of direct financial interest to railway administrations. The question of the adequacy of medical and sanitary arrangements on railways has accordingly engaged the attention of the Railway Board since 1924 and during the last five years expenditure on medical relief on the principal railways has gone up by nearly 30% being Rs. 48.70 lakhs in 1928-29, exclusive of expenditure incurred on sanitary arrangements which amounted to Rs. 28.29 lakhs.

**ADVANTAGES OF A SELF-CONTAINED MEDICAL ORGANIZATION.**—The question of reorganizing the Medical Department on State-managed railways was taken up in 1925. Most of the companies railways have a medical department of their own and so have the E. I. and G. I. P. Railways which until recently were company-managed. The medical organization on the older State railways was, however, not uniform. The North-Western Railway was dependent for direct medical services on the civil surgeons of the districts traversed and for administrative and consultative advice on the administrative medical officers of the Punjab, Bombay and Baluchistan. The subordinate medical staff were lent by the medical departments of the provinces. The Eastern Bengal Railway on the other hand had its own chief medical officer who was assisted by two district medical officers, and for the rest depended for direct medical service on the civil surgeons and the subordinate medical staff posted to the line by the Surgeon-General, Bengal.

From the Board's experience of the working of medical organizations on the various railways, they were impressed with the advantages of a special whole-time medical staff who would be better informed of the special conditions in which the railway employees had to work, and, therefore, of greater assistance to railway administrations in maintaining the health and efficiency of the railway personnel. The losses both to railways and to railway employees by preventable illness have been considerable in the past, and it was considered advisable to have a special body of railway officials steadily working towards the improvement of health conditions and the prevention of sickness among the railway employees.

**REORGANIZATION OF THE MEDICAL DEPARTMENT—NORTH WESTERN RAILWAY.**—Colonel Needham, a senior officer of the Indian Medical Service, was appointed on special duty to study the present arrangements and prepare a scheme for a self-contained medical organization for the North Western Railway. As already stated, the medical and sanitary duties were additional and collateral charges of civil surgeons who were in receipt of a special railway allowance ranging according to the number of railway employees in their districts from Rs. 35 to Rs. 250 per mensem. In addition to 39 such charges the railway was served by 30 assistant surgeons of whom 22 were whole-time and 8 part-time, and 86 sub-assistant surgeons of whom 83 were whole-time and 3 part-time. The sanitary inspectors, who were mostly men without technical qualifications, formed part of the engineering establishment. The total cost of the medical and sanitary arrangements, including cost of medicines, etc.; was Rs. 14.64 lakhs in the year 1926-27. In lieu of these arrangements it has now been decided, on a consideration of Colonel Needham's report, to establish a self-contained medical and health department under a chief medical officer, assisted by a deputy chief medical and health officer, 11 district medical officers, 26 assistant surgeons and 88 sub-assistant surgeons. The proposed organization also provides for the transfer of sanitary

work to the new department and for a health assistant who will be a medical graduate with registrable health qualifications to assist each district medical officer. Civil medical officers will continue to be utilised, but only for consultations or operations in special or emergent cases. The new scheme is estimated to cost Rs. 15·13 lakhs per annum, involving an additional expenditure of Rs. 49,000 besides a similar amount on account of interest on the capital cost of the construction of new hospitals, etc. The new proposals are being gradually given effect to and the headquarter organization has already been formed by the appointment of a chief medical officer and a deputy chief medical and health officer.

**MEDICAL FACILITIES PROVIDED ON EACH RAILWAY.**—*North Western Railway.*—The whole system is divided up into 80 sections, the average length of each section being about 85 miles. In each section there is a railway dispensary under an assistant surgeon or sub-assistant surgeon, who is assisted by a travelling sub-assistant surgeon, where the conditions on the section are such as to require the provision of one. Each dispensary has the necessary staff of compounders and menials, while at certain important dispensaries wards are provided for indoor treatment. The sections are grouped into districts and each district is, as explained above in charge of a civil surgeon who is also the medical officer of the railway district.

*Eastern Bengal Railway.*—Steps have been taken to strengthen the medical organization of the Eastern Bengal Railway with a view to make it self-contained and the medical department on this railway is now manned by a chief medical officer assisted by four district medical officers and a suitable number of assistant and sub-assistant surgeons. A separate Malarial Branch has also recently been formed under the chief medical officer, with a malariologist and special malaria officials who are responsible for investigating the incidence of malaria and its causes and for conducting intensive antimalarial measures. There are at present 12 railway hospitals, 7 subsidized hospitals and 28 dispensaries on this railway. In addition the railway is divided into lengths each of which is provided with travelling sub-assistant surgeons. On this railway sanitary inspectors work under the direct supervision of district medical officers.

*East Indian Railway.*—The Medical Department of this railway is manned by a chief medical officer assisted by 15 district medical officers, 16 assistant surgeons, 101 sub-assistant surgeons and an adequate number of nurses, dressers and compounders. There are 5 district hospitals each with its nursing staff, providing 226 beds in all. There are also 35 dispensaries providing 394 emergency beds and 28 dispensaries without beds.

*Great Indian Peninsula Railway.*—The medical organization on this railway consists of a principal medical and health officer assisted by nine district medical officers. The railway maintains 8 hospitals and 33 dispensaries.

*Burma Railways.*—This administration maintains 26 dispensaries and 2 hospitals for the benefit of its employees. It also pays hospital charges when certain classes of employees are admitted into civil hospitals under the orders of the Railway Medical Officer. The cost of pathological examinations of blood, sputum, etc., is borne by the railway. Consultation fees, when necessary, are also borne by the railway.

*Bengal Nagpur Railway.*—Here also there is a self-contained medical department with a chief medical officer, four district medical officers and a malariologist. The railway maintains a central hospital at Kharagpur completely equipped and provided with a permanent nursing staff. At the district headquarters there are hospitals, for emergency cases which cannot be moved immediately to the central hospital at Kharagpur. At other centres there are dispensaries under the charge of assistant surgeons equipped with three to four beds for accidents and emergency cases. Contributions are also paid to the government civil hospitals at Nagpur, Howrah and Calcutta and to municipal and other dispensaries at certain stations for the treatment of railway patients.

*B. B. & C. I. Railway.*—The medical department on this railway is manned by a Chief Medical Officer, 8 Medical Officers, 23 Assistant Medical Officers and 47 sub-assistant Medical Officers.

Indoor hospital accommodation is offered at well equipped and comfortable hospitals at certain stations at a very small fee to cover the cost of dieting but entirely free to employees drawing under Rs. 35. There are at present 165 beds available and 46 more beds are being provided for indoor patients. There are in addition 42 railway dispensaries on this railway.

*M. & S. M. Railway.*—The medical organisation on this railway consists of a chief medical officer, 5 district medical officers, 2 assistant medical officers, 6 assistant surgeons and 51 sub-assistant surgeons. Hospitals are provided at Perambur (45 beds), Hubli (30 beds), Guntakal (16 beds), Bezvada (10 beds) and Vasco (6 beds) and in addition a number of dispensaries at large stations. Free medical attendance and medicines are provided, but employees drawing over Rs. 30 per month have to pay Hospital stoppages for indoor treatment.

**S. I. Railway.**—This Administration has provided a medical staff consisting of a Chief Medical Officer with four District Medical Officers with Assistant surgeons, etc. It maintains well-equipped dispensaries, in charge of Apothecaries at important centres on the railway. At the new Railway Colony at Golden Rock, a modern hospital has been established with adequate nursing and medical staff and all appurtenances relating thereto. All employees are entitled to free medical attendance and medicines. Similar facilities are provided for families of employees, if they attend railway dispensaries.

**A. B. Railway.**—The medical department of this railway is in charge of a chief medical officer assisted by four medical officers. Nine hospitals including the Cottage Hospital at Chittagong are provided, and in addition 16 dispensaries on the open line and 5 on construction.

**B. N. W. Railway.**—The medical department of this railway consists of a principal medical officer assisted by one medical officer and a number of sub-medical officers and their assistants. A hospital is provided at each headquarter station. A comprehensive scheme for the re-organisation of the medical arrangements on this railway, which includes the provision of well-equipped and staffed hospitals at Gorakhpur and Samastipur, is under consideration.

**R. K. Railway.**—The principal medical officer of the Bengal and North-Western Railway is in charge of the medical arrangements on this railway as well. Hospitals are provided on this railway at Bareilly, Izatnagar and Balrampur, and in addition the railway subsidizes the civil hospitals at Lucknow. Dispensaries are also provided at a number of places.

**RAILWAY HOSPITALS AT WORKSHOPS AND COLLIERIES.**—The arrangements described above include the provision of dispensaries or hospitals at all workshops apart from first-aid and medical relief equipment. Each colliery has its own self-contained hospital and dispensary with an adequate and well-equipped medical staff.

The **E. I. Railway** reports that there are well equipped hospitals at Girdih and Bokaro with a well-equipped and efficient medical staff. The medical facilities are used to the fullest extent by the employees.

**STAFF EMPLOYED ON CONSTRUCTION PROJECTS.**—Hospitals and dispensaries are provided according to requirements and special sanitary arrangements are made when large construction projects are in progress. Medical attention is given free to Railway employees.

**GRATUITOUS MEDICAL ATTENDANCE.**—All railway employees are normally entitled to gratuitous medical attendance at railway hospitals and dispensaries for themselves and their families and for themselves, when necessary, at their residence. Low-paid employees drawing less than Rs. 50—the limit on certain railways is Rs. 75—are also entitled to free medical attendance for their families at their homes. Free diet is supplied to employees whose pay is Rs. 30 or less and who are admitted as indoor patients.

**FACILITIES FOR ANTI-RABIC TREATMENT.**—In addition to the ordinary medical facilities described above, railway employees, in common with other public servants, get certain concessions for anti-rabic treatment at Pasteur institutes. These consist generally in—

- (a) free transit,
- (b) free treatment at the institute,
- (c) one month's special casual leave,
- (d) advance of one month's pay,
- (e) in the case of employees drawing not more than Rs. 25 per mensem, a maintenance allowance during treatment at the rate of 4 to 6 annas a day, and
- (f) in deserving cases, travelling and daily allowance for an attendant at the rate of 4 to 6 annas a day.

**INOCULATION, VACCINATION, ETC.**—Special precautionary measures are adopted in the event of the outbreak of small-pox, cholera and other epidemics and inoculation of staff living in colonies is generally insisted on, while efforts are made to induce other employees also to adopt similar safeguards.

**ANTI-MALARIAL MEASURES.**—The anti-malarial measures taken on various railways during the last 2 years are briefly described below :—

**North Western Railway.**—Last year anti-malarial measures were adopted over the greater part of the North Western Railway. Oiling of drains, pools, etc., was systematically carried out, and, where possible, depressions, where water lodged, were filled up. Particular attention was paid to the removal or treatment of breeding places in the neighbourhood of the railway staff quarters in Lahore. Last year the incidence of malaria on the whole line was exceptionally low.

**Eastern Bengal Railway.**—This railway has recently re-organized its medical service and in connection with this scheme a special post of malarialogist has been created and Special malaria medical assistants have also been posted at Calcutta, Khulna, Paksey and Saidpur. A special investigation of the larvæ inhabiting every tank, stream and borrow-pit within the railway area was also carried out a couple of years ago on the Saidpur District and diagrams of all station yards were prepared by the District Medical Officer, Saidpur, who established the fact that a *gigas* tribe of mosquito formerly supposed to be entirely a hill breeder could occasionally be found in the plains. The larvæ identified by him were confirmed at the Tropical School of Medicine at Calcutta. More recently the chief medical officer has prepared a special pamphlet on the subject and has arranged for the broadcasting of useful information through the medium of lectures, pictorial posters, cinema films and lantern slides organised in conjunction with the demonstration trains.

**Great Indian Peninsula Railway.**—Anti-malaria measures consist in filling in or draining swamps and borrow-pits where malaria-carrying mosquitoes have been discovered and spraying with oil standing water which could not be dealt with otherwise. At important centres there are inspectors charged with the duty of searching out likely breeding places and action is being taken to prevent the spread of infection by mosquitoes. The measures are carried out in close co-operation with the local authorities. Recently the organization of malarial surveys has been developed. As a result, more definite information is available. There has been a general reduction in the reported incidence of the disease as shown by the following statement of cases treated:—

Malaria (all types).	Outdoor			Indoor	
	Employees.	Families.	Public.	Employees.	Families.
1926-27 .. ..	41,005	9,194	429	393	..
1927-28 .. ..	32,934	8,429	369	318	26
1928-29 .. ..	23,382	8,404	256	406	21

Considerable advance has been made in laboratory work. Research has been advanced in order to seek out the malaria vectors. Certain varieties of anopheline mosquitoes are known carriers of malaria. Where these have been found, measures have been taken for their destruction by the removal or oiling of their breeding places.

**Bengal Nagpur Railway.**—A post of malarialogist was created in February 1928, and measures have been taken to combat malaria in those areas where its incidence is greatest. In the Raipur-Vizianagram Construction special attention has been paid from the beginning to the southern stretch from the Madras frontier to Parvatipuram owing to the virulent type of malaria which was prevalent there, and an anti-malarial campaign organized to give protection to the staff and labour working on this construction. The efforts to combat this disease have met with great success.

**Bombay, Baroda and Central India Railway.**—Larval destruction has been carried out as far as possible on the Bombay section. It is realized, however, that the conversion of all malarial places into non-malarial places can be effected only by a complete metamorphosis in the character of the site which can only be carried out in the course of the next decade. The upper subordinates do not view with favour the domiciliary visits by an outside inspector, hence it is difficult to arrange for a systematic inspection of the quarters. From November 1927 to March 1928, about 3,000 cubic feet of hollows and depressions were filled in by the Medical Department. During the last year also several anti-malarial measures were taken, which include (a) the provision of a standard type of water cisterns in place of old uncovered cisterns, (b) large drainage schemes and (c) the filling up of low-lying land and open wells.

**Madras and Southern Mahratta Railway.**—Malaria while not so severe as on some of the other railways accounts for a great deal of time lost in consequence of illness. It is particularly bad in the Guntakal District and between Hubli and Collem, causing at times definite difficulty in carrying on the running of trains on the Ghat Section between Castle Rock and Collem.

Last year one of the medical subordinates was deputed to attend the malaria class run by the Malaria Bureau at Karnal. His training in the present methods of malaria control has already been of value in instituting anti-malarial measures, and it is intended to extend investigations in future.

**Assam-Bengal Railway.**—Anti-malarial work and a campaign against kala-azar receive adequate attention with satisfactory results. The portion of the railway situated

in Upper Assam, especially the Luming District, still has a bad name for unhealthiness. At important stations where malaria is rampant, suitable steps are taken to prevent the breeding of carrier mosquitoes. An X-ray apparatus has been installed in the Cottage Hospital at Chittagong and is in constant use.

**(24) EXTENT OF MEDICAL FACILITIES PROVIDED—(continued).**

**(ii) by Government.**

At large towns civil hospitals are provided by Local Governments where railway employees in common with the public can receive medical aid. As stated above, several railways make contributions to such hospitals for the facilities provided for railway employees.

**(iii) by other agencies.**

At several places hospitals and dispensaries have been started by missionary societies and other agencies. These work independently of the railway administration and no record is available of the extent of medical facilities provided by them.

**(iv) Provision for women doctors, trained midwives or dais.**

No women doctors are maintained by railway administrations, although these are sometimes available at hospitals or dispensaries to which railways contribute. Nurses, who are trained in midwifery duties are provided on most of the large railways, but there cannot be said to be any fully developed scheme for the provision of trained midwives or dais.

*The E. B. Railway* reports that they have 6 nurses, all trained midwives, who undertake the confinement of wives of all classes of employees at Railway Hospitals. A scheme is also under preparation providing for the services of these nurses or midwives being made available in cases of sickness, or confinement in employees' homes, provided suitable accommodation for them is arranged.

*On the Burma Railways* no provision exists for women doctors and only one trained nurse is employed.

*The M. S. M. Railway* does not employ any women doctors; but assists one medical institution at Hubli which is manned by women doctors, as this institution affords relief to a large number of the wives and children of railway employees in the vicinity.

*The S. I. Railway* provides no women doctors but a trained dai has been appointed for the hospital at Golden Rock.

*On the B. N. W. Railway* no provision at present exists for women doctors but provision is made for a separate block for women in their main hospital with a lady doctor and arrangements for maternity cases.

*Other Railways.*—No special provision is made in this behalf but suitably trained nurses are provided in hospitals who attend to women in times of need.

**(25) EXTENT TO WHICH MEDICAL FACILITIES ARE UTILISED.**

**(i) Generally.**

There is a certain amount of prejudice against treatment as indoor patients. This is not exceptional to railway hospitals but is experienced in similar institutions elsewhere. It is partly due to doubts as to the efficacy of western methods of medicine and partly to the fact that patients prefer the accustomed ministrations and uninstructed nursing of their own relatives to trained attention by others. This prejudice is on the decline and it is hoped that it will disappear in the course of time as the staff realise more fully the advantages of hospital treatment.

*N. W. Railway.*—The railway dispensaries treated during the year 1928, over 350,000 outdoor and 3,500 indoor patients.

*E. B. Railway.*—48,000 new cases of sickness are treated every year in railway hospitals and dispensaries. During 1928-29 7,200 staff and dependants were protected against cholera by inoculation and vaccination.

*E. I. Railway.*—During the year 1927-28 the total number of in-patients treated was 2,385, while that of out-patients was 122,578. Of these, the number of lower paid employees was 1,995 and 79,657 respectively.

*G. I. P. Railway.*—The employees are availing themselves of the medical facilities provided to an increasing extent and during the year 1928-29, 2,800 were admitted as indoor patients while 115,055 attended as outdoor patients. Vaccinations and inoculation included 4,212 against small-pox, 1,728 against plague, 5,439 against cholera and 68 against enteric.



*Burma Railways.*—The medical facilities provided are well utilised, particularly at small line dispensaries.

*B. N. Railway.*—The facilities provided are appreciated and made full use of by the employees.

*B. B. & C. I. Railway.*—See below under item (25) (ii).

*M. & S. M. Railway.*—The total number of in-patients treated last year was 2,294, but the total number of cases treated by the medical authorities of the railway including employees' dependants and accident cases amounted to 214,000 of which 22,000 were cases of malaria.

*A. B. Railway.*—The number of employees treated at railway dispensaries was nearly 67,000 in 1928-29, of whom 26% were malaria cases. In addition nearly 20,000 coolies of railway contractors were treated at the temporary dispensaries provided on construction projects, of whom 28% were malaria cases. The number of indoor patients treated in hospitals was about 6,000.

*B. N. W. Railway.*—Medical facilities are taken full advantage of by the staff.

**(25) EXTENT TO WHICH MEDICAL FACILITIES ARE UTILISED—**  
(continued).

**(ii) By women.**

*E. B. Railway.*—Women do not utilise the railway medical facilities provided to any great extent on account of the custom of "purdah" and from religious motives. Only the more enlightened take advantage of the facilities.

*Burma Railways.*—Women of the families of the railway employees and outsiders take advantage of the medical certificates provided at dispensaries, particularly in cases of midwifery.

*B. B. & C. I. Railway.*—The number of railway employees is approximately 72,000 and these attend railway hospitals as 168,773 patients in one year, i.e., each man attends for more than two complaints yearly. The numbers in the employees' families is computed to be 223,653 and these attend railway hospitals as 173,983 patients in the year; that is only  $\frac{1}{4}$  of the family attend once each year.

In the past 10 years there has been an increase of 68% in the attendance of employees whilst the increase amongst employees' families has been 300%, indicating that the latter are at last beginning to receive elementary medical treatment. A very large number, however, especially amongst the clerical staff still receive what is called "family doctor" treatment in cities and towns where many of these employees live. Consequently the employee is generally in debt for "medical treatment" and his excuse for borrowing money is sickness in his family.

*M. S. M. Railway.*—In the majority of cases the wives and relatives of the staff avail themselves of the medical facilities provided by the railway.

*S. I. Railway.*—Speaking generally, the medical facilities provided by the Railway Administration are being utilised with increasing frequency. This cannot be said to the same extent with regard to women. The number attending the Golden Rock Hospital, however, is increasing steadily.

**(26) SANITARY ARRANGEMENTS, (a) AT WORK PLACES, (b) AT HOME.**

**(i) Latrines.**

**(ii) Drinking water.**

**(iii) Bathing and washing.**

The following remarks should be read in conjunction with the details given in Chapter III under item (18).

**HEALTH AND SANITATION IN WORKSHOPS.**—Under sections 9 to 14 of the Indian Factories Act, the manager of a factory is required to take adequate steps regarding cleanliness, ventilation, light, freedom from over-crowding and the provision of a sufficient and suitable supply of drinking water and of latrine and urinal accommodation. The provisions of the Act as well as the rules made thereunder by local governments are strictly observed in railway workshops and any improvements suggested by the inspectors of factories duly carried out. As a rule septic tank latrines are provided in workshops and at certain places (e.g., Moghalpura and Parel) these are worked on the flushing principle. In view of the concentration of large bodies of labour in the workshops, the extension of water-flushed latrines is a reform to be desired.

In the mechanical workshops at Moghalpura, heating stoves of an approved type are provided during the winter for the use of workman. There is no system of cooling in the summer, but the shops are large and commodious, and in accordance with the latest modern practice, and except when hot winds blow, they cannot be said to be so hot as to interfere with the normal comfort of the workmen. In offices and enclosed spaces electric fans are provided. The workshops are provided with saw-tooth roofing with north-light glazing in order that the fullest advantage may be taken of natural light. They are also fitted with high power electric lights for use in the dark winter mornings. All shops have their interior whitewashed annually. Many workshops have been remodelled during the last few years and there is no doubt that the majority are equal if not superior to most factory buildings in the country.

A desirable reform in the workshops would be to provide suitable washing and bathing arrangements for men who work in the foundries, etc., and get extremely dirty. At certain places, e.g., Jamalpur, a complaint has also been received regarding the lack of a suitable place for men in which to take their meals during the interval.

Railway hospitals and dispensaries are provided as a rule in the vicinity of workshops and the health of the employees is generally satisfactory.

**HEALTH AND SANITATION IN MINES.**—Section 17 of the Indian Mines Act requires that suitable latrines and urinal accommodation and an adequate supply of good drinking water should be provided for the staff employed in mines. The rules made by the Governor-General in Council under section 29 provide in addition for the ventilation of mines and for action to be taken in respect of dust and noxious gases. The Act and the rules apply to, and are duly observed in, railway collieries. Hospitals and dispensaries are also provided with a well-qualified medical staff at each colliery.

*The E. I. Railway* report that in theft collieries sanitary arrangements are provided as required by law. Adequate conservancy arrangements exist.

**GENERAL SANITATION OF RAILWAYS.**—The problem of sanitation in railway colonies and also along the line receives continuous attention. Railways have properly trained sanitary inspectors (as stated elsewhere in this chapter) who usually work and tour the line under the direction of the Medical Department. In addition to these inspectors there are on most railways properly constituted sanitary committees which assist in bringing to light and taking steps to rectify insanitary conditions within the area allotted to them. In dealing with all sanitation questions that arise there is close co-operation and collaboration between the Engineering and Medical Departments. This collaboration leads to prompt action being taken when the necessity arises. Latrines of approved types are provided for the use of the staff wherever necessary and every endeavour is made to establish efficient conservancy arrangements. Therefore, viewed as a whole, the sanitary conditions are satisfactory on railways both at the places of work and in railway colonies.

Where abattoirs or markets are provided by administrations, they are kept under close sanitary supervision. Such buildings are provided with wire gauze doors and cement or brick floors. Medical officers make periodic visits and inspect the meat, fish and eatables offered for sale to see that it is of good quality and fit for human consumption.

When building quarters for the staff, every endeavour is made to select sites which are well drained, free from vegetation and situated in a healthy locality.

Arrangements made for the supply of pure drinking water are detailed in Chapter III under item 18.

On the *N. W. Railway* where the climatic conditions vary considerably and where in Baluchistan the cold in the winter is more severe than in Britain, "comfort fires" have been provided recently by the administration for the use of the Transportation staff working in yards and in goods sheds. These fires are placed at certain fixed places in yards and sheds and their provision prevents the staff from sitting around open coal and coke fires in small rooms with little or no ventilation which tends to cause chest complaints.

On the *E. B. Railway* the fact that the country is low-lying with a very heavy rainfall makes sanitation one of the major problems. Drainage is difficult and the rapid growth of undergrowth requires special measures to ensure healthy surroundings for the staff.

Surface water is not usually fit for drinking and the provision of a water supply free from danger and contamination has to be arranged.

In the sanitary department, Sanitary Inspectors working under district medical officers are provided with conservancy staff, jamadars, sweepers, domes, septic tank fitters, sweeper mechanics and bullock carts for the same purpose. Special permanent-way gangs are maintained by the Engineering Department for the clearance of jungle and undergrowth at the smaller stations where sanitary staff are not posted.

At the large stations where staff quarters for the lower-grade staff are built of multiple types, stand pipes are provided adjacent to the blocks for the convenience of the occupants. In Bengal it is customary for the people to bathe daily and this is normally done in ground tanks which are common throughout Bengal and at nearly all stations suitable ground tanks for the purpose exist. At some of the larger stations special bathing places have been constructed and at stations where ground tanks are not available suitable sources of water supply are arranged.

On the *E. I. Railway* in all large stations there are water borne sewage systems with septic tanks, and, where there is no Municipal supply of filtered water or, such as exists is inadequate, the undertaking has provided filtered water supply.

On the *Burma Railways* suitable arrangements are made for the supply of drinking water at work places and at homes. Bathing arrangements, however, do not exist at work places though latrines are provided in workmen's and in certain other types of quarters at stations.

On the *G. I. P. Railway* the workshops at Parel and Matunga are open, airy and well lighted. Adequate water-flushed latrines and other conveniences are provided. Ample drinking water (and in the paint shop water for washing) is ensured by connections with the city mains. The shops at Jhansi are older than the above, but sanitation arrangements are adequate, drinking and washing water being provided from the railway's own supply. There is also ample drinking and washing water in the printing press.

On the *S. I. Railway* all work places and Company's quarters are provided with suitable latrines built on the latest and modern designs. Drinking water is provided wherever possible, and at Golden Rock, a filtered supply has been provided for the whole Colony. In the latter case, the supply is under strict medical supervision. Work places are not provided with bathing and washing facilities, but the pipe supply to railway houses is used for these purposes.

## (27) EXTENT AND NATURE OF OFFICIAL SUPERVISION.

### (i) Work of Boards of Health in special areas.

### (ii) Inspection of plantations.

### (iii) In Mill and other industrial areas.

Official supervision over the sanitary arrangements is exercised on railways by the chief medical officer and district medical officers who are provided with an adequate number of health assistants, sanitary inspectors and conservancy staff. In addition, on almost all railways, sanitary committees function at various centres. These meet periodically and make suggestions for improving the sanitary conditions of the railway colonies. At district headquarters these committees consist of the district officers, with the district medical officer, and senior subordinates while at the smaller stations they are composed of the station master and other local subordinates. The recommendations of these committees are considered and given effect to by the medical and engineering departments working in close collaboration.

Particular attention is drawn to the organization of these Sanitary Committees on certain railways :—

On the *E. I. Railway* so long ago as 1876 it was thought desirable that at stations where no Municipality existed Committees should be formed of officers selected from local Heads of Departments to take into consideration any measures necessary to remedy existing defects, and to lay down rules for the better sanitation of the Company's quarters.

This was the beginning of the Sanitary Committees, which now function at all large stations and have the following constitution :—

CHAIRMAN.—The Medical Officer in charge of the District.

**VICE-CHAIRMAN.**—The senior officer resident in the station other than the Chairman or in the absence of an officer the senior member of the staff.

**MEMBERS.**—All District Officers at their Headquarters stations.

The Engineer-in-charge of the station.

The Station Superintendent or Station Master at his own station.

The Permanent-Way Inspector at his Headquarters station.

The Inspector of Works in charge of the station.

The Running Shed Foreman or Driver in charge at his own station.

The Assistant Surgeon or Sub-Assistant Surgeon at his own station.

At joint stations Foreign Railways are asked to appoint representatives as may be necessary.

The following orders have been issued regarding the working of the Committee :—

“ At the call of the Chairman, each Sanitary Committee shall hold a meeting *at least once in each month*, for the discussion of any points which may arise in connection with the sanitation of the station ; for the consideration of any cases of neglect of sanitary rules and precautions on the part of individuals ; and of any matters of conservancy drainage, water supply, growth of jungle, cuttings of trees or other redundant vegetation, the keeping of roads and footways clean, repair of fences and cleaning of tanks and water-courses—which may call for notice ; and it will be an important part of the duties of the Committee to make personal inspections of the station periodically with a view to all these matters. \* \* \* In addition to attending the regular monthly meetings of the Committee, it is hoped that the vice-chairman and other local members of the Committee will take a personal interest in the sanitation of their station and will endeavour to maintain the cleanliness of the Company's premises, on which the health of the staff so greatly depends, by every means in their power. \* \* \* The Chairman shall submit the minutes of each monthly meeting in triplicate, directly after it is held to the Chief Medical Officer. The resolutions will be numbered in sequence throughout the calendar year and those concerning matters needing attention by the District Officers will be docketed to the Officer concerned by the Chief Medical Officer for necessary action. One copy of the Minutes will be returned to the Chairman and another will be sent to the District Engineer with the Chief Medical Officer's remarks, recommendations and action taken in the margin. The District Engineer will deal with any resolution within his powers and forward his copy of the minutes to the Chief Engineer, who will send it to the Agent with his recommendations and any plans and estimates that may be necessary. The Agent will advise the Chief Medical Officer of the orders he has passed on the recommendations and the Chief Medical Officer will communicate these orders to the Chairman. \* \* \* The responsibility for the regularity of the meetings and submission of the Minutes will rest with the Chief Medical Officer.”

On the B. B. & C. I. Railway Local Committees have been established at every station of any importance on the broad and metre gauge systems of this Railway for the purpose of co-ordinating the supervision of matters pertaining to social welfare and the general control of sanitation, etc., amongst the Railway communities. The Committees are composed of approximately five or six subordinate officials, such as Traffic Inspectors, Station Master, Locomotive Foremen, Carriage Examiners, Permanent Way Inspectors and Assistant Medical Officers. District Officers are as a general rule appointed members of the Committee ex-officio in their respective headquarter stations and the Executive Engineer is usually, but not essentially, the President of all the Local Committees situated in the District under his charge. In addition to the foregoing who comprise the members of the authorised Committees, the members themselves are empowered to co-opt any, and as many, other individuals of the staff as they may desire either for a temporary purpose or for a definite period. Appointment of members by election is not recognised by the Agent as the correct procedure for enrolling new members but encouragement is given to Local Committees to co-opt members representative of all interests in the community which they represent.

The jurisdiction of the Local Committees has been extended to include sanitation and hygiene, suggestions regarding education, housing concession in the way of erection of additional temporary accommodation, foundations of Indian Institutes, management of bakeries, vegetable shops, milk supply and slaughter houses—in brief all matters relating to the comfort and well-being of the Railway community.

All expenses incurred by Local Committees are borne directly by the Railway and the amount of cess recovered from the staff in accordance with the rates laid down from time to time, is credited to the Company; the net charge representing the Company's payment for the conservancy of its Railway premises, etc. The services of the President, Secretary, and Members of Local Committees are entirely honorary and they receive no special treatment with regard to leave, passes, allowances, etc. The Deputy Agent acts as the President of all the Local Committees on the Railway and individual Presidents of Committees are authorised to correspond direct with him on all matters connected with the management of their respective charges as well as those affecting the communal interest of the staff.

*On the M. & S. M. Railway.*—Sanitary Committees have been instituted at its larger stations. The Committees consist of:—A Chairman (a Senior Officer); a District Medical Officer as Secretary; four members nominated by the Chairman (one of whom at least must be an officer); one Representative of Indian Residents; one Permanent-way Inspector; and one Sanitary Inspector.

The duties of the Committee are advisory, the executive charge of Sanitation and Conservancy remaining in the hands of the Medical Department.

Besides the enforcement of General Sanitary Rules, the Committee may deal with complaints regarding nuisances, water supply and also with markets and sale of food within Railway premises.

## **(28) SUITABILITY OF EXISTING FACTORIES AND MINES ACTS AND RULES.**

- (i) Control of temperature in factories.
- (ii) Control of humidification in cotton mills.
- (a) Nature of action taken by local Governments.
- (b) Results.

Speaking generally, the provisions of the Factories and Mines Acts which relate to health and sanitation are adequate, and the infrequency with which strictures are made by Factory Inspectors on the arrangements made in railway workshops, would appear to indicate that the Act is strictly followed, or at any rate that railway workshops compare favourably with other industrial factories in regard to these matters. The conditions of work in factories in India will always be adversely affected by the climatic conditions which obtain throughout the country, and it is difficult to conceive that these conditions can be modified to any appreciable extent by mechanical or other means beyond those which are already in use; although this is not to imply that improvements cannot be made in such directions as a more generous provision with regard to washing places, cold drinking water, shelters for workmen during intervals, etc. All the large railway workshops are spacious but in view of the provision which has to be made for the entrance and exit of locomotives and stock it is doubtful if the temperature can be controlled much more than it is at present.

## **(29) DISEASE.**

- (i) Prevalence of industrial diseases.
- (ii) Prevalence of cholera, malaria, hookworm and other tropical diseases.

No railway reports any cases of industrial diseases as such. The diseases most common among railway employees are malaria, influenza and other fevers; bowel complaints, chest troubles and diseases of the eye. Hookworm is also prevalent in east and south India. Injuries whether sustained in the course of duty or otherwise also account for a certain amount of sickness among the staff.

Malaria is one of the chief diseases which levies a heavy toll of human life every year in India. As already stated, it is specially rife in Bengal where to quote the Chief Medical Officer, E. B. Railway, it has depopulated innumerable homesteads. Out of a population of 47 millions, 25 hundred thousand are every year attacked with malarial fever in Bengal and 5 hundred thousand die of it. Anti-malarial measures which have been taken on various railways are described under item (24).

Adequate provision is made in the railway hospitals and dispensaries for the treatment of injuries and other diseases, more particularly eye trouble. Frequent periodical examinations of vision, made by the Railway Medical Department to ensure safety, serve also to provide the employees with timely medical advice and assistance in the early stages of eye affections.

*The N. W. Railway.*—The diseases which prevail to the greatest extent are malaria and diseases of the eye. Diseases of the respiratory organs are the next most prevalent disorders. Injuries (general and local) form a large group by themselves. Diseases of the eyes are caused mainly through frequent irritation by dust particles floating in the air, and it must be remembered that a great part of the railway runs through sandy areas where dust storms are common. The glare of the sun is also a recognised factor. Respiratory diseases can also be attributed to the irritation of the throat and lungs by dust which, as has been said, is a serious inconvenience on many parts of the line.

*E. B. Railway.*—No industrial diseases occur amongst railway workers. Precautions against lead poisoning are taken in the case of painters for whom soap and water are provided and spray painters are provided with overalls, headcaps and goggles. Malaria, cholera and hookworm are common in the province. Cholera is well controlled by means of prophylactic inoculation and protection of water supplies. During the cholera season chlorination of open wells is carried out monthly. No special measures have yet been instituted against hookworm.

*Burma Railways.*—The prevalence of industrial diseases amongst the staff, more particularly in the large workshops, is not great.

Cholera, plague and small-pox are amongst the commonest of the tropical diseases and are seasonal. Epidemics of cholera are most prevalent but at no time can it be said that the disease was not checked in time. Anti-cholera and plague vaccines are widely administered.

*M. S. M. Railway.*—Industrial diseases are not prevalent amongst this Railway's employees. Appendix "U" is a comparative statement of the number of cases dealt with by the Company's Medical Staff during the year ending 31st March 1928 to 31st March 1929. The following is a statement of cases of cholera, plague, small-pox and typhoid.—

						No. of attacks.	No. of deaths.
Cholera	..	..	..	..	..	94	17
Plague	..	..	..	..	..	4	1
Small-pox	..	..	..	..	..	51	2
Typhoid	..	..	..	..	..	14	2

*B. N. W. and R. K. Railways.*—No industrial disease can be said to be prevalent on these railways. Cholera does not obtain the same footing in railway areas as it does among the civil population. The care taken with regard to conservancy and water supply is probably the chief cause of this freedom. Employees who live in villages and come to work daily are not so immune however. As regards malaria the advantage claimed above is not so obvious. Mosquitoes may breed outside railway areas and come in with the prevailing wind to any area where everything possible has been done in the way of larvicidal measures. Hookworm is prevalent, especially among the population in Bihar, where in some districts the incidence is about 80 per cent.

*S. I. Railway.*—Hookworm plays a considerable part in lowering the resistance to infectious diseases in South India. Good housing conditions and prompt treatment have proved effective, but the medical department have no control over employees living outside railway premises.

*G. I. P. Railway.*—The following statement shows the total number of cases of the principal diseases during the year 1928-29 and their percentage to the total number of recorded cases of illness or disability :—

	Number.	Per cent. of total cases of sickness.
Malaria .. .. .	23,788	20·2
Diseases of eye .. .. .	5,226	4·4
Influenza .. .. .	4,064	3·4
Dysentery .. .. .	2,726	2·3
Injuries .. .. .	19,591	16·6
<b>Total .. .. .</b>	<b>55,395</b>	<b>46·9</b>

The figure under diseases of the eye demands a special remark as the crude return tends to give a false impression of the incidence of eye disease as compared with the general civil population. It should be noted that owing to the peculiar importance of minor injuries to the eyes and ocular defects, in the safe operation of the railway, special attention is given to this group of disabilities and patients are treated who, had they been members of the general civil population, would not have sought medical attention.

### (30) SICKNESS INSURANCE.

#### (i) Suitability of International Labour Convention

#### (ii) Possibility of introducing other systems.

No remarks are given in regard to the suitability of the International Labour Convention on Sickness Insurance or the possibility of introducing other systems; but certain facilities in this direction already exist.

On the railways, sickness due to injury while on duty is covered by the Workmen's Compensation Act. Other sickness is provided for by sick leave on a liberal scale and compensatory allowances to those who have to work for limited periods at particularly unhealthy stations. In addition to this, advances from the Provident Fund are allowed to subscribers to meet especially heavy expenditure incurred on themselves or their families during illness.

#### (iii) How to meet difficulties arising from non-acceptability of western medicine; paucity of medical men; migration of labour; finance.

The non-acceptability of western systems of medicine has in the past been a very real difficulty, with regard to the prevention and cure of disease among railway employees and although it may be said that this prejudice is on the wane, it is still a force which has to be considered, and it is only with the more ample provision of medical facilities which includes supervising and nursing staff that the inherent advantages of western practice will become more widely known and accepted.

The MIGRATION OF LABOUR does not present any great difficulties with regard to medical relief as far as railways are concerned, and such difficulties as exist, will probably diminish in the future.

*FINANCE*, as in so many cases, is often a deciding factor with regard to the extent to which railways can develop their medical organisation, and in this respect it is some times felt that there is a certain amount of overlapping in the activities of railways and those of the local bodies which function in the areas through which lines run. The progressive expenditure by the provision of more funds both Capital or Revenue is, however the policy which is being followed by all railway administrations.

**(31) MATERNITY BENEFITS.**

- (i) Extent and working of existing schemes (including allowances given before and after child birth).**
- (ii) History of central and provincial Bills.**
- (iii) Possibility of legislation.**

It will be seen from Chapter X that the number of women employed on railways is very small ; therefore the question of providing maternity benefits is not of great importance.

The only railway staff who are given any allowances for the birth of a child are the colliery staff on the E. I. Railway who are required to subscribe to the Colliery Benefit Fund, details of which will be found under item (39).



## CHAPTER V.

## WELFARE.

(Other than HEALTH and HOUSING but including EDUCATION).

## (32) EXTENT OF WELFARE WORK.

## (i) By employers.

The Railway Board has always encouraged welfare work in its many aspects, and railway administrations have devoted large sums both from capital and revenue. Fine Funds have also been utilized in the same direction. The last decade has seen exceptional developments along these lines, a phenomenon which is probably common to all industries in the country. Apart from the provision of amenities connected with medical relief, sanitation and education, which, of course, have always occupied the attention of railway administrations, the chief directions in which new activities have been developed are in connection with recreation and sports, co-operative activities to fight indebtedness and safety propaganda, etc.

A word may also be said with regard to the activities of committees which on some railways are designated "welfare committees". Two principal forces have operated of late years to bring into being certain committees or councils for joint consultation between the authorities and the staff, the functions of which have been detailed in Chapter II. On one hand, the need has been felt of creating some machinery which would form a link between the administration and the workmen with regard to the settlement of grievances and the prevention of industrial disputes, while on the other hand, developments in welfare work have called for organisations which would encourage the staff to participate in these activities. These two factors have resulted in the formation of certain committees which go by different names on various railways. Staff Committees, Welfare Committees, Staff Councils, etc., have been organised, nearly all of which function to a greater or less extent as the welfare organisations, although a part of their activities may be directed towards the elimination of grievances and like matters.

A statement showing the grants made on the principal railways for welfare purposes both from Revenue and Fine Funds during 1927-28 and 1928-29 is given in Appendices E and F. These figures are summarised below and show that during these two years, sums amounting to Rs. 96.9 lakhs and Rs. 101.5 lakhs respectively have been spent on these objects :—

	1927-28.		1928-29.	
	From Revenue.	From Fine Fund.	From Revenue.	From Fine Fund.
	Rs.	Rs.	Rs.	Rs.
Medical grants .. .. .	46,65,979	6,652	48,69,940	8,376
Sanitation .. .. .	27,67,031	..	28,28,643	..
Education grants .. .. .	15,57,315	67,974	16,49,350	81,368
Recreation including sports .. .. .	10,728	2,38,481	593	3,05,555
Compassionate grants .. .. .	..	6,787	..	6,585
Miscellaneous .. .. .	1,05,816	2,66,231	1,70,902	2,32,819
	91,06,869	5,86,125	95,10,428	6,34,703
	96,92,994		1,01,54,131	

## (ii) By other agencies.

Outside agencies hardly come into contact with railway employees as such. The activities of Mission Hospitals and similar religious institutions are of benefit to the staff at certain points, and on the occasion of fairs and melas, certain voluntary associations such as the Seva Simiti and the Boy Scouts organization, co-operate with the railway in welfare work, but this is chiefly in connection with the travelling public and not with the railway employees themselves.

It may be said that the co-operative credit societies and co-operative stores which are described under item (38) are "outside agencies" to a certain extent, in that the railway administration is not primarily responsible for the conduct of their affairs, which is vested in committees of management composed of railway employees. As will be seen moreover, all railways give these organisations very active assistance in carrying out their functions.

As pointed out in Chapter XIV, the trade unions have not, with very few exceptions, taken any active steps towards welfare work among their members, although schemes of this nature often appear in the list of their aims and objects.

## (33) EMPLOYMENT OF WELFARE OFFICERS AND WORKERS.

The appointment and employment of these officials has been fully described in Chapters I and II, where their relationship to the administration as a whole and other organisations such as employment bureaux and welfare committees have been detailed. The appointment of special officers to provide for the welfare of the staff and give their undivided attention to the amelioration of working conditions is a development of the last few years, and there is no doubt that the success which this new departure has achieved will result in very considerable developments in the near future.

## (34) NATURE OF OTHER WELFARE ACTIVITIES.

### (a) By EMPLOYERS, (b) BY OTHER AGENCIES.

#### (i) Provision of refreshments, shelters and creches.

Several railways provide bazaars for their employees which are under the sanitary inspection of their medical authorities, while vendors' shops are also provided at main stations. Otherwise refreshments are not provided directly by railway administrations except in so far as the institutes provide centres for social gatherings.

Shelters are provided on most railways in yards for the protection of staff who have to work points, etc. In many cases shelters are also provided for workshop employees for use during intervals, but it is considered that the provision of these might with advantage be extended. No railway has as yet established a creche nor in view of the very few women who are employed is the need for such institutions felt, except perhaps at collieries.

#### (ii) Provision of physical culture, recreation and amusements.

It has been said that "men drink or gamble to satisfy their inherent passion for change or variety of mood and the most effective method of bridding this propensity is to offer them means of excitement which are less expensive and less degrading. From this point of view we may contemplate with satisfaction the growing popularity of football matches, variety entertainments and cinematograph shows."

The Railway Department has paid special attention to the provision of facilities for healthy recreation for its employees and their children. Its activities in this field are visible in the many institutes and sport grounds provided on each railway, in the inter-district and inter-railway tournaments organized every year, and in the cinema perfor-

mances and lantern lectures which are growing in popularity with the staff. A brief description of these facilities is given below :—

**INSTITUTES.**—The following statement shows the number of institutes provided on each railway—

Name of Railway.	Number of Institutes.	
	European and Anglo-Indian.	Indian.
North Western Railway .. ..	32	19
Eastern Bengal Railway .. ..	11	14
East Indian Railway .. ..	33	26
Great Indian Peninsula Railway ..	27	20 (2 for all nationalities).
Burma Railways .. ..	15 in all	..
Bengal Nagpur Railway .. ..	14	19
Bombay, Baroda and Central India Railway .. ..	17	12
Madras and Southern Mahratta Railway	24	7
South Indian Railway .. ..	19 in all	..
Assam Bengal Railway .. ..	6	10
Bengal and North Western Railway .	8	2 (plus 3 more sanctioned)
Rohilkund and Kumaon Railway ..	2	1

Each institute is regarded as a club provided by the railway, free of rent. The first cost of the building with necessary furniture (excluding billiard tables, and similar equipment), tennis courts and other playing grounds and any alterations to the same, in addition to the cost of maintenance, is borne by the railway. Beyond this the institutes are generally self-supporting, although grants are often made from fine funds to meet recurring or non-recurring expenses. The railway also recovers the subscriptions of the members through the pay sheets and remits them to the manager of the institute. On some railways the membership of the institutes is compulsory. Institutes usually include a reading room, also provision for in-door and out-door games. Some institutes possess stages which permit of dramatic performances, etc.

It has sometimes been stated that racial discrimination is particularly conspicuous in the provision of railway institutes, but although this may appear to have been so in the past, it is certainly not true at present. In recent years, many more institutes for Indian employees have been built than those for Europeans and Anglo-Indians, and there is no doubt that in a short time, the former will far exceed the latter in number. In this connection it must be remembered that in the early days of railways, there were absolutely no facilities for social intercourse at stations where Europeans and Anglo-Indians were employed, and that it was a recognised policy of railway administrations to accept responsibility in this respect and provide institutes for these communities. No institutions of this nature existed among the Indian communities from which the Indian employees were drawn and it has only been with the development of those social instincts which require some venue for their activity that a demand for institutes has grown up

among the latter. It cannot be said that the railways have failed to meet this new demand and they will continue to bear in mind the desirability of providing more institutes for their Indian staff.

A few remarks may be made regarding the provision of institutes on various railways.

On the *N. W. Railway*, each institute is managed by a committee consisting of members elected among themselves and a few nominated members. The Agent is the patron and the Divisional Superintendents the vice-patrons of all institutes. The executive committee consists of a president, a vice-president, an honorary secretary and six members. Institutes are financed by (a) subscriptions from members in accordance with a fixed scale depending upon the salary of the employee, (b) bar receipts derived from the sale of refreshments, (c) proceeds of charges for the use of billiard tables, etc., and (d) financial assistance rendered by the administration. Committee meetings are held monthly. Statements of accounts have to be submitted to headquarters at stated periods. Special grants to institutes on account of heavy expenditure on the purchase of articles such as pianos, billiard tables, library books, and sports and theatrical gear (the last chiefly for Indian Institutes) are made from the Fine Fund.

On the *E. B. Railway* the organization of the institutes is on similar lines. Monthly grants-in-aid from the Fine Fund are made to supplement the funds of the institute raised by subscriptions. Institute membership is compulsory in the case of literate employees drawing Rs. 25 or over. A flourishing example of an Indian Institute is at Kanchrapara. It is situated in the workmen's colony. Its original cost was Rs. 10,000. Membership started with 922 and has now risen to 2,000. An extension consisting of a large hall and a stage for bioscope and theatrical entertainments has just been completed at the cost of Rs. 20,000. Two football fields are attached to the institute and both are in constant use.

On the *G. I. P. Railway* 47 institutes are housed in railway buildings and 11 in hired buildings, rent for which is paid by the administration. All institutes are provided free of rent with furniture, tennis courts, etc., on first equipment. Institutes are expected to be self-supporting in so far as their upkeep is concerned and are managed by committees. Officers residing in the station are ex-officio members of these committees, the other members being elected from members of the institute. Membership is open to all employees on payment of a small monthly subscription which is collected through the pay sheets. Institutes are provided with reading rooms, equipped with daily papers and magazines, libraries, in-door games, tennis courts, etc., and where there is a large membership, cricket, hockey and football clubs are established. Grants are made by the Agent from the Fine Fund.

On the *Burma Railways* institute membership is compulsory for all European and Anglo-Indian employees on the permanent establishment drawing a salary of Rs. 25 p. m. and voluntary for all other railway employees. As on most railways, outsiders are permitted to join the institutes under certain conditions.

On the *B. N. Railway* institutes for the benefit of the subordinate staff are provided at all important stations on the line. They contain reading rooms, billiard and card rooms, tennis courts and recreation grounds. The buildings are provided and maintained by the Railway but the running expenses are met by members' subscriptions, etc., and contributions made from time to time out of the Fine Fund of the Railway.

On the *B., B. & C. I. Railway* institutes, the buildings for which are provided by the railway, are financed by grants on first equipments, and for renewals; grants from the Fine Fund for the purchase of sports gear, etc., and loans from the same fund for the purchase of pianos, books, etc.

On the *M. S. M. Railway* institute membership is compulsory for European and Anglo-Indian employees but optional for Indians. Institutes are managed by local committees consisting of a chairman and four members of whom two are nominated by the Agent.

On the *S. I. Railway* institutes are open to all employees who desire to become members. Management is in the hands of a committee elected by the members themselves. Institutes are expected to be self-supporting, but liberal grants are made by the administration in the case of heavy or unusual expenditure.

On the *A. B. Railway* institutes are run by committees elected by the members. The institutes are expected to be self-supporting, but grants are made from time to time towards heavy expenditure.

**SPORTS.**—An “Indian Railways Athletic Association” has been recently formed for the promotion and development of inter-railway athletic competitions of all kinds. This is a registered association with membership open to the Railway Board and its subordinate offices as well as to all railways which are parties to the Indian Railway Conference Association. Each member pays an annual subscription of Rs. 500 or 250 according as the number of employees on its rolls exceeds or does not exceed 40,000.

Inter-railway football, hockey, wrestling and boxing competitions have been organized by the Association. For this purpose Railways are divided into four groups with headquarters at Calcutta, Bombay, Lahore and Madras. The football tournament commences with four group tournaments leading up to the semi-finals and finals, which are played in Simla in September. Trophies are presented to the winners and runners-up. These teams in turn represent Indian railways in the Durand Cup Tournament, held in Simla in September and October. Group challenge trophies are also offered for each group competition.

With the idea of encouraging sports among all classes of staff, including those who cannot enter the inter-railway competitions, railways have been asked to organize inter-district or inter-divisional competitions where none already exists. These competitions are run by local sports committees.

The inter-railway boxing and wrestling competitions are similarly arranged in four groups, the semi-finals, and finals being played in Simla, Calcutta, or some other convenient centre. In the spring of 1929 and 1930 athletic meetings were held in Delhi at which all railways participated and it is hoped to continue such meetings annually.

Although the activities of the Association are only just becoming fully developed the result has been most encouraging and it is felt that this organization has a great future before it. As the sphere of its influence widens its affects will be felt in local centres as a guiding and controlling force in the sports activities of all railways, which should emulate the high standard of sportsmanship which it has set itself to maintain.

**CINEMA PERFORMANCES.**—A recent development in the direction of providing recreation for railway employees consists in the organisation of lantern lectures and cinema shows. On some railways, a vehicle has been equipped with the necessary plant and this travels over the system giving performances—generally in the open air—at stations according to an advertised programme. A varied fare is provided which includes Safety First pictures and other films in connection with hygiene and domestic management. These are exceedingly popular and invariably attract large crowds of spectators.

A few words may be said regarding the sports activities on the various railways.

*The N. W. Railway.*—Sports Clubs have been formed at all the principal stations. These work independently of the institutes, membership being irrespective of race and creed. Grants are made from the Fine Fund for the purchase of equipment, and the last two or three years have seen remarkable developments in sports activities. A senior subordinate has been appointed as a sports warden for the purpose of organizing, training and advising the staff in all matters pertaining to sports and athletics, while on the divisions, an officer nominated by the Divisional Superintendent, organizes and guides the sporting activities of the staff. The administration is encouraged to find that its efforts to promote sports and athletics is meeting with widening success, especially in the lower grades of the Indian staff. Rs. 18,000 were spent during the financial year ending 31st March 1929 in the furtherance of these objects and the administration will continue to give this subject the closest attention.

*The E. B. Railway.*—The sports activities of the employees are catered for by the various institutes almost all of which have a special sports section. These institutes organise local and interstation tournaments and send teams to compete in tournaments organised locally by non-railway bodies.

*E. I. Railway.*—Sports are encouraged by special grants from the Fine Fund and subscriptions from officers and senior subordinates. Sub-Committees are formed by institutes and leave, passes and allowances are granted in connection with special tournaments. At Lillooah sports are held annually for the workmen and a football tournament is arranged during the rains. At Jamalpur hockey and football grounds are provided. Similar sports clubs have been formed among the workshop employees at Lucknow and several trophies are competed for annually.

*The G. I. P. Railway.*—Sports activities on this railway are maintained by the institutes and the G. I. P. Athletic Club, the object of which is to promote all forms of

athletic sports by organising and conducting tournaments. The Headquarters committee co-operates with committees on the divisions of which the respective Divisional Transportation Superintendents are Presidents.

*The B. N. Railway.*—Annual sports, open to all employees irrespective of race, are held at Garden Reach, Khargpur and Adra, and the B. N. Railway Regiment of the Auxiliary Force organizes sports and boxing, football and hockey tournaments annually for its members. In all cases assistance from the Fine Fund is given when required and free passes over the railway are granted to competitors and teams.

*The B., B. & C. I. Railway.*—Sports activities on this railway are conducted by the railway institutes under the guidance of districts officers concerned. At Ajmere the chief centre of the metre gauge, grounds, and pavilions, etc., for all classes of staff have been provided and a new departure has lately been made in the provision of a small gymnasium and wrestling room for the employees living in the chawls at Worli.

*The S. I. Railway.*—Sports are organized by institutes to which adequate grants are made from the Fine Fund towards the purchase of equipment. An annual sports week is held at Trichinopoly Junction and the increasing number of inter-institute contests at these meetings show that sports are becoming very popular.

*The A. B. Railway.*—A football shield presented by the officers of the railway is competed for annually by teams sent up by the European and Indian Institutes, and medals are presented by the officers to the winning team. Institutes also arrange football and hockey tournaments.

### (34) NATURE OF OTHER WELFARE ACTIVITIES—(continued).

#### (iii) Other activities.

Under this head may be included methods adopted for the relief of distress among the employees, *ex-employees* and members of their families by means of compassionate grants outside the regulations in force, together with boy scouts and similar organizations, including children's fetes, etc., for which grants are made from the Fine and other welfare funds. A description of this welfare fund with recent developments in this connection is given below.

**FINE AND STAFF BENEFIT FUNDS.**—The fine funds to which are credited provident fund bonuses forfeited as well as the fines collected from the railway employees, have formed a valuable source from which it has been possible for Agents to give assistance to the subordinate staff for recreation and educational purposes as well as compassionate grants in cases of exceptional hardship falling outside the scope of the ordinary financial rules. The amounts expended on these various objects for the financial years 1927-28 and 1928-29 are shown in Appendix F. It will be seen that during these two years the Fine Funds of the principal railways contributed Rs. 5.86 and Rs. 6.34 lakhs respectively towards welfare work.

As will be seen from item (106), however, the infliction of fines as a method of punishment has come to be recognised as a practice to be discouraged. The amounts from this source are therefore diminishing, and will, it is hoped, continue to diminish. On the other hand, the objects, which might suitably be assisted from the fine funds, tend to increase. Consequently, there is a natural reluctance to incur fresh liabilities, some of which might become recurring against a fund to which contributions are uncertain. To overcome this, a new staff fund is under contemplation, which will receive annually from revenue a contribution to ensure a stable annual income. The Railway Board have suggested that the contribution from revenue should be fixed at Re. 1 per head of all staff (except gazetted officers) on the books of the railway on the 31st March of the previous year, less the amount realized during the previous year from other sources of income which are at present credited to the existing fine funds.

An essential feature of the suggested staff benefit funds will be the provision of means by which the staff for whose benefit they will be created can be associated with the administration in the matter of disbursements. The objects on which it would be permissible to expend money from the funds will include:—

- (a) schools and education of the staff ;
- (b) institutes and other forms of recreation and amusement ;
- (c) schemes for sickness, and maternity benefits, etc., for the families of the staff ;
- (d) relief of distress amongst the members or *ex-members* of the staff or their families not provided for under the regulations in force on the railway ; and

- e) any other object for the benefit of the staff which the Agent with the approval of Railway Board in the case of State-managed lines, and of the board of directors in the case of Company-managed lines, may direct.

**OTHER NON-OFFICIAL FUNDS.**—On certain railways non-official funds have, been started through the efforts of the staff and the administration.

On the *G. I. P. Railway* an Employees' Mutual benefit Society was started in 1913 the main objects of which were (a) to provide members with legal assistance in the event of their being prosecuted for alleged offences under the Indian Railways Act; (b) to provide members with legal assistance if it was considered necessary for them to clear their character, and (c) to provide benefits on the termination of service with the railway or at death, after 10 years membership of the society. All permanent employees in the subordinate grade drawing not less than Rs. 10 p. m. are eligible for membership. During the year ending 31st March 1929, subscriptions, recovered from members amounted to Rs. 95,748 and the Society defended 70 members who were prosecuted under the Indian Railways Act or the Indian Penal Code. This Railway also has a Death Benefit Fund which is mentioned under item (37).

On the *B. B. & C. I. Railway* a Staff Welfare Fund has been founded through the generosity of the Jackson Co-operative Credit Society, and is dependent on annual contributions made from the surplus profits of this society, supplemented by the grants from the railway Fine Fund. The main object of this fund is to carry out welfare work among the lower-paid staff and their families, especially women and children, and to give assistance in cases of extreme distress. Local Welfare centres have been established and monthly grants are given to these from the central fund. At these local centres, lady health visitors go round the chawls and localities occupied by the staff, pay house-to-house visits investigating cases of extreme distress which they bring to the notice of the local committee. They also give instruction regarding sanitation, cleanliness and the care of infants, etc., and undertake maternity cases. The fund also distributes pamphlets, posters, etc., relating to the prevention of malaria, child welfare, the evils of drinking, hygiene, etc.

The *M. S. M., S. I. and A. B. Railways* also have Benefit Funds to provide against death or premature retirement. Details of these are given under item (37).

Mention may here be made of the *G. I. P. Railway* Boy Scouts Association which was formed in 1914 and which has branches at all important stations on the line. The work of the association is conducted by a committee at Bombay, consisting of heads of departments with the Agent as the Chairman. Membership is open to the sons or near relatives of railway employees and there is no restriction with regard to caste or religion. A camp is held annually for about 10 days and the opportunities are then taken to hold competitions and to train scout masters, etc. Last year two scout masters were sent to the International Jamboree in England. Suitable grants are made to the Association from the Fine Fund.

### (35) RESULTS ACHIEVED.

The results achieved in the sphere of "welfare" especially with regard to those activities of the last few years in connection with the Indian employee have been sufficiently encouraging to warrant still further developments in this direction and there is no doubt that the amelioration in working conditions which can be brought about by these means will have an increasingly potent influence upon the efficiency and well-being of the staff, as well as on the relations between administrations and their employees. At the same time it must not be thought that the extension of these activities is not attended with difficulties. The industrial worker, as has been pointed out elsewhere, is not yet fully divorced from the agricultural pursuits of his native home to which he looks for those elements of a corporate life which are deep rooted in the ancient village community and with which he is familiar by tradition and custom. Even as a fully class-conscious industrial worker, the seclusion of his women folk tends to make his social life centre round the family, and it is only by degrees that he is attracted by those activities associated with sports, games and the utilisation of the facilities, provided by the institute. Great care must, therefore, be exercised in the attempt to create an *esprit de corps* and to foster that sense of responsibility which he should feel towards his fellow worker. Methods which have been effective in the west should not be too ruthlessly applied without regard to the peculiar social, religious and economic conditions under which the Indian employee lives.

## **(36) PROVISION OF EDUCATIONAL FACILITIES BY EMPLOYERS.**

### **(i) For Adult Workers.**

The Railway Department in common with other large industrial undertakings recognizes the need for educating its illiterate staff. The technical training of the staff has already been dealt with in Chapter II and the general education of the adult employee will now be considered. The position on each railway is as follows :—

*North Western Railway.*—The provision of schools for adult workmen is engaging the attention of the administration, and to begin with, two experimental schools have been started in the locomotive sheds at Lahore and Sibi. It is also intended to open another at Kotri Shed. The experiment has so far been confined to the locomotive staff, as it is in this branch of the railway service that the majority of the staff are illiterate and the advantages of education provide the greatest inducement inasmuch as their wages can be practically doubled by attaining a degree of literacy which will enable them to qualify for promotion to the higher grades.

*Eastern Bengal Railway.*—Nine night schools exist for imparting education to the illiterate adult employees. The daily average attendance at these schools is 219. The subjects taught are English, Mathematics, Hindi, Persian and departmental rules.

*East Indian Railway.*—Besides 15 primary schools at the collieries, 37 similar schools are provided for the employees of the Operating Department.

*Burma Railways.*—Educational facilities for adult workmen have hitherto proved a failure. Another attempt at starting night schools is being made.

*Bengal Nagpur Railway.*—Fourteen schools are provided to impart the elements of reading, writing and rudimentary arithmetic to Indian drivers, shunters and firemen so as to enable them to make themselves personally acquainted with the rules and orders affecting train working.

*Bombay Baroda and Central India Railway.*—A scheme is under trial for instructing illiterate engine staff in English. The scheme has been well received by the staff.

*Madras and Southern Mahratta Railway.*—For adult workmen there are two night schools at Hubli and Guntakal, both of which receive financial support from the Company.

*Assam-Bengal Railway.*—The Locomotive Department holds classes at Lumding, Badarpur and Chittagong to assist drivers to qualify as "English-speaking", which grade carries higher rate of pay.

### **(ii) For half-time workers.**

Railways do not employ half-time workers.

### **(iii) For Workers' Children.**

A statement showing the number of railway schools and the pupils attending railway and railway-aided schools and the expenditure incurred by the principal railways on the provision of facilities for the education of the children of employees during 1928-29 is contained in Appendix G. These facilities fall under four groups.—

(a) **PROVISION OF RAILWAY SCHOOLS.**—Schools are maintained for the children of railway employees at suitable centres. There are 97 schools for European and Anglo-Indian children and 123 for Indian children, the total number of pupils on the rolls of these schools being 4,155 and 15,967 respectively. The total expenditure from revenue in 1928-29 on European and Anglo-Indian schools was Rs. 4.2 lakhs per annum and on Indian schools nearly Rs. 1.4 lakhs.

(b) **ASSISTANCE TO SCHOOLS WHERE CHILDREN OF RAILWAY EMPLOYEES ARE EDUCATED.**—The Railway Department also aids certain schools which provide facilities for the children of railway employees. The total number of such children in railway-aided schools is 3,521 (European and Anglo-Indian) and 7,704 (Indian) and the total grants made by railways in 1928-29 to such schools were Rs. 49,365 (European and Anglo-Indian) and Rs. 46,584 (Indian).

(c) **ASSISTANCE TO RAILWAY EMPLOYEES TOWARDS THE EDUCATION OF THEIR CHILDREN.**—The Railway Department gives direct financial assistance to its employees towards the education of their children at certain recognized hill schools. The total expenditure on this account



during 1928-29 was Rs. 3.5 lakhs (Europeans and Anglo-Indians) and Rs. 28.8 thousand (Indians).

- (d) **PASSES.**—Facilities are afforded as shown in Chapter XII by the grant of passes and concession tickets to enable children to attend schools.

**FUTURE POLICY.**—The present methods of assistance which have grown up on the various railways as a result of the conditions arising out of the history of railway development and the recruitment of railway personnel during the past 75 years, have evoked public criticism in recent years on the grounds that they are more favourable to the European and Anglo-Indian employees than to Indians and, with a view to eliminating all trace of racial discrimination, the Railway Board placed Mr. C. E. W. Jones, an officer of the Indian Educational Service, on special duty in 1927, with instructions "to collect and collate all the facts and figures relative of the assistance given by railway administrations towards the education of the children of their employees." In a lengthy report Mr. Jones pointed out that "the principles which have guided the Administrations in establishing schools for the children of European and Anglo-Indian employees have been followed by the Railways in providing schools for the children of Indian employees. But here a difference must be noted. Whereas, in regard to the provision of schools for the children of European and Anglo-Indian employees, there has been literally no agency other than the Railway Administrations in the majority of cases owing to the fact that Provincial education authorities have, as a rule, steadily refused to maintain special schools for members of these communities and private educational organizations have generally tended to concentrate their efforts in the larger centres; there has not been the same dearth of agencies for the provision of educational facilities for the children of Indian employees in places where Railway Administrations have established schools. The establishment of schools for Indian children, at any rate of the primary standard, is now recognised as one of the functions of local bodies (*c. g.*, Municipalities and District Councils) in most of, if not all, the provinces, and the Indian States have, as a rule, their organisations for the provision of educational facilities".

After full consideration of Mr. Jones' report, the Railway Board have now formulated a policy which embodies the following principles:—

- (a) All railway schools should be transferred to local authorities or private bodies special grants being given out of railway funds where necessary.
- (b) The assistance given by the Railway Department should be confined to employees who draw pay below a prescribed maximum and who are stationed in places where they cannot obtain education of the requisite standard for their children and are, therefore, obliged to send them to boarding schools.
- (c) The assistance should take the form of the grants to employees of a fixed proportion of the board and tuition fees of the school to which the child is sent, the proportion depending upon the pay drawn by the parent and falling as the pay increases being in no case more than one-half of the board and tuition fees. The sliding scale provisionally proposed is as follows:—

<i>Pay of employee.</i>	<i>Limit of assistance.</i>
Not exceeding Rs. 150 per mensem	.. Half the sum of the school fees and boarding charges.
Exceeding Rs. 150 but not exceeding Rs. 250 per mensem.	One-third the sum of the school fee and boarding charges.
Exceeding Rs. 250 but not exceeding Rs. 350 per mensem.	One-fourth the sum of the school fees and boarding charges.

The assistance to be subject to an overriding maximum of Rs. 20 per child per mensem and Rs. 40 in all per mensem to any employee at any one time.

- (d) The assistance should be open to all employees without distinction of community, race or creed. This is in fact the chief feature and the immediate object of the scheme.

The details of scheme are under further examination.

Several company-managed railways have also signified their willingness to adopt a similar policy. As, however, it will be necessary to consult the local authorities with a view to the transference of the railway schools to them, it will be sometime before the new policy can be given effect to. Details of schools maintained and non-railway schools to which railways contribute are given in Appendix "G".

The *G. I. P. Railway* reports that primary schools for the education of children of European and Anglo-Indian employees have been established at twelve stations on the

railway. These schools have at present a total of 636 pupils. The total expenditure incurred by the Administration during the year 1928-29 was Rs. 78,134, against which Rs. 41,977 was received in school fees and from educational grants from local governments. The capital cost of these schools was Rs. 2,07,408.

*The E. I. Railway* gives the following figures for the year 1928-29.—

	Total expenditure from revenue on Railway Schools.	No. of pupils* on 1st April 1929.	
		Boys.	Girls.
Europeans and Anglo-Indians .. ..	2,07,116	578	485
Indians other than Primary .. ..	26,221	1,708	..
Indian Primary .. ..	7,294	7,258	9
Technical .. ..	2,40,272	624	..

\* (Children of Railway employees only at Railway schools.

Number of pupils (Children of railway employees) at Railway Aided-Schools on the 1st April 1929 :—

	Boys.	Girls.
Europeans and Anglo-Indians .. ..	170	160
Indians .. ..	1,456	297

Total grants made during the year 1928-29 from revenue to parents, etc., in connection with the education of their children :—

	Rs.
Europeans and Anglo-Indians ... ..	51,672
Indians .. ..	836

Total grants made during the year 1928-29 from revenue to non-railway schools :—

	Rs.
Europeans and Anglo-Indians .. ..	5,108
Indians .. ..	4,444

*The B. B. & C. I. Railway* gives the following figures for the year 1928-29 :—

	No. of schools main-tained.	Total expenditure from revenue on Railway schools.	No. of pupils* on 1st April 1929.	
			Boys.	Girls.
Europeans and Anglo-Indians ..	11	29,082	163	165
Indians other than primary ..	2	9,962	344	5
Indians primary .. ..	10	12,588	654	256
Technical .. ..	2	6,755	221	Nil.

\* Children of Railway employees only at Railway schools.

Number of pupils (children of Railway employees only) at Railway-aided schools on the 1st April 1929—

	Boys.	Girls
Europeans and Anglo-Indians . . . . .	197	38
Indians . . . . .	589	Nil.

Total grants made during the year from Revenue to parents, etc., in connection with the education of their children :—

	Rs.
Europeans and Anglo-Indians . . . . .	9,392
Indians . . . . .	Nil.

Total grants made during the year from Revenue to non-railway schools :—

	Rs.
Europeans and Anglo-Indians . . . . .	2,355
Indians . . . . .	1,057

The *M. and S. M. Railway* reports that there are 17 schools (13 Primary and 4 Middle Schools) for the education of the children of the Railway's European and Anglo-Indian employees with a total strength of approximately 700, and 5 Primary Schools for the children of Indian employees with a strength of about 800. The Railway makes also periodical contributions to certain outside schools in which the children of its employees are educated. The number of children so educated is as follows :—

	Boys.	Girls.
Europeans and Anglo-Indians . . . . .	94	95
Indians . . . . .	414	100

The Railway also gives a grant-in-aid from Revenue to such employees as desire to send their children (under 16 years of age) for education of a standard higher than that provided for in its schools.

The *S. I. Railway* reports that a number of primary schools have been provided at several centres on the line for the education of the children of Anglo-Indian employees. In addition, a large number of scholarships and boardships are given every year for the children of employees to enable them to continue their studies in recognised Institutions, within the area served by the railway. At Golden Rock a primary school for Indian children has been started. Its present strength is 717 and the capital cost of the building Rs. 95,740.

### (36) PROVISION OF EDUCATIONAL FACILITIES BY EMPLOYERS— (continued).

#### (iv) Extent to which used.

As will be seen from what has been said above, the educational facilities provided by Railways are fully used by the staff. Schools for adult workers have not, as yet proved very popular, as the advantages to be gained from elementary education are not always realised by the class of employees who could most conveniently attend these classes. There is, however, a growing demand for education among most sections of the staff.

### (37) DESIRABILITY AND POSSIBILITY OF PROVISION FOR OLD AGE, PREMATURE RETIREMENT AND DEATH.

The vast majority of railway employees are non-pensionable, the only exceptions being officers and upper subordinates of the Civil Engineering Department recruited for State-worked railways prior to 1925 and 1924 respectively. Old age or premature retirement is at present provided for by means of the Provident Fund and Service Gratuities the details of which are given below :—

**PROVIDENT FUND.**—The service of non-pensionable railway employees qualifies for provident fund-cum-gratuity benefits under the following rules :—

(a) *Eligibility.*—Workshop and shed employees who fulfil the following conditions are eligible to subscribe to the provident fund :—

(i) If their pay amounts to Rs. 15 per mensem or above.

(ii) If they are entitled to a month's notice of termination of service.

(iii) If they have completed three years' continuous service.

*Others.*—All other permanent non-pensionable employees excluding menials are eligible.

**NOTE.**—On most of the Company-worked lines menials are eligible to subscribe to the Provident Fund under certain conditions. Thus on the *B., B. and C. I. Railway*

membership is compulsory for all staff drawing Rs. 30 and over. On the *B. N. Railway* menials in receipt of Rs. 15 and over are eligible, while on the *B. and N. W. and K. and E. Railways* menials drawing over Rs. 15 per mensem are eligible. On the *S. I. Railway* also menials are eligible and membership is compulsory for all staff drawing Rs. 15 and over. On the *M. and S. M. Railway* staff whose salary is not less than Rs. 30 and who are entitled to a month's notice of termination of service are required to subscribe.

(b) *Rate of Subscription*.—The rate is one-twelfth of the pay drawn. During leave, except leave without pay, subscription continues to be at the full rate.

(c) *Bonus*.—Bonus is allowed at cent. per cent of subscriptions. This may be forfeited when an employee is dismissed for serious misconduct or for neglect of duty resulting in loss to government or to the railway administration, or in danger to the lives of the persons using the railway. It is also withheld from an employee who resigns before completing five years' service.

NOTE.—On the *B., B. and C. I. Railway* bonus may also be forfeited in the case of men discharged before completing two years' service.

On the *Barsi Light Railway* an extra sum of £1,000 (besides the usual 100 per cent. bonus) is distributed among the subscribers in a good year. This yields an extra 12 days' pay approximately.

(d) *Rate of interest*.—Compound interest is paid on the balance at the credit of an employee at such rates as the Governor-General in Council having regard to the yield of long-dated government loans and with the approval of the Secretary of State, may from time to time prescribe. Six months' notice is given to members before a reduction in the rate of interest is made.

The rate prescribed with effect from the 1st April 1926 is  $4\frac{1}{2}$  per cent.

NOTE.—On certain companies' lines, e.g., *B. and N. W. and R. and K. Railways*, the rate of interest is not guaranteed and appreciation or depreciation in the valuation of securities is credited or debited *pro rata* to the deposit accounts as the case may be.

On the *S. I. Railway* the Provident Fund and Gratuity Rules are based on the State Railway Rules, the difference being that menials on the *S. I. Railway* are eligible to contribute to the Provident Fund and it is compulsory for all the staff whose salary is Rs. 15 and over, per mensem, to contribute. The benefits of the Provident Fund were extended to the daily rated employees with effect from 15th August 1928. The conditions laid down in the Company's rules for the eligibility of this class of employees to subscribe to the Provident Fund, are the same as those laid down in 6(d) of the State Railway Rules, except that those in service prior to 15th August 1928 should give up the right of absenting themselves without sanction, for 3 days in any calendar month, a privilege which the daily rated workmen enjoyed. Bonus is paid up to the date of termination of service except in cases where the bonus is forfeited under the rules. Forfeiture of bonus is rare. The Provident Fund and Gratuity combined make adequate provision for old age. These are payable in the case of premature retirement.

**SERVICE GRATUITIES.**—(a) *Eligibility*.—All permanent non-pensionable employees including menials are eligible, gratuity being payable in the event of their death to their widows or dependent children, but not to other relatives.

(b) *Conditions for the grant of gratuity*—

- (i) Completion of 30 (on the *B. B. and C. I. Railway*) 25 years' service ; or
- (ii) attainment of the age of 55 years, provided not less than 15 years' service has been completed ; or
- (iii) retirement or resignation after 15 years' service, on grounds admitted by the authority competent to sanction the gratuity as good and sufficient from the point of view of the administration ; or
- (iv) retirement with less than 15 years' service due to permanent physical or mental incapacity, or abolition of appointment, if other suitable employment cannot be found for the employee.

(c) *Qualifying service*.—Service must be "good, efficient, faithful and continuous." Breaks in service are condonable if they occurred before the introduction of the Gratuity Rules, i.e., prior to September 1911, or if they occurred after September 1911 but were caused by circumstances beyond the employee's control. e.g., reduction of establishment. The maximum period of service qualifying for gratuity is 30 years.

(d) *Rate of gratuity.*—Gratuity is given at the rate of half-a month's pay per year of service, subject to a maximum of 15 months' pay. In cases falling under (b) (iv) above gratuity is given at the rate of half a-month's pay, which in special circumstances may be raised to one month's pay for each year of service, subject to a maximum of six months' pay in all.

On the *B. N. Railway* the number of death gratuities paid out in 1928-29 amounted to 313 and in 1927-28, 291, the cost being Rs. 1·31 lakhs and Rs. 1·23 lakhs respectively. This includes all classes of staff, superior and subordinate.

On the *M. and S. M. Railway* rules governing the grant of gratuities are in essence the same as the State Railway Rules. There are, however, certain variations in them which are recapitulated below :—

- (a) Retirement of a subordinate employee automatically after 30 years of service, i.e., without obligation to obtain the consent of this Railway for it is not specifically provided for in the Railway's Rules. The absence of such a provision may affect cases of those who are under 55 years of age.
- (b) An employee may retire after a continuous service of 25 years, or an active service of 20 years; as against the minimum service of 15 years only required by the State Railway Rules. This arrangement is subject to the permission of the Head of the Department concerned on this Railway.
- (c) Service under 18 years does not ordinarily count for the calculation of the amount of gratuity admissible. There is no such restriction under the Government Rules.
- (d) Increments of salary may be sanctioned during a period of leave preparatory to retirement, and although they may not be drawn by the employee his gratuity may, with the sanction of the Board of Directors, be calculated on the basis of the increased salary. The State Railway Rules do not require special sanction for the calculation of gratuities in similar circumstances.

**COMPASSIONATE GRATUITIES.**—If an employee dies leaving no child but a dependent relative in straitened circumstances, a compassionate gratuity may be allowed at the rate of half-a-month's pay per year of service, subject to a maximum of six months' pay or Rs. 2,500, whichever is less. These limits may be raised by the Government of India in specially hard and deserving cases to six months' pay irrespective of the length of service or Rs. 5,000, whichever is less.

**NOTE.**—The rule regarding compassionate gratuity applies only on State-worked railways. Certain companies' railways, however, also grant compassionate gratuity under varying conditions prescribed by them.

**OTHER BENEFITS.**—The majority of railways allow the following benefits to employees who retire after long and approved service or to the families of such employees after their death :—

- (i) a limited number of free passes, and
- (ii) assistance from the Fine Fund in deserving cases for the education of children and for other purposes.

In addition to the arrangements described above, certain railways have made additional provisions for old age and death.

*The N. W. Railway.*—The administration in certain cases educates free up to the age of 16, children of employees both Indian and European who die or are killed while in the execution of their duty, and where it is proved that their families have been left in straitened circumstances. Rs. 22,521 have been thus spent during the last five years. The Administration also makes an annual contribution of Rs. 660 to the Punjab Branch of the British and Anglo-Indian Children's Relief Association.

*The G. I. P. Railway.*—An Employees' Death Benefit Fund has been in existence since 1917. Its object is to give assistance to the nominees of members immediately after the death of the latter to enable the former to defray funeral or other religious expenses.

The Fund is non-official but the Administration assists with a view to reducing the cost of management and safeguarding the Fund's interests.

*The M. S. M. Railway.*—A Mutual Retirement Benefit Fund is administered by the Co-operative Credit Society to provide benefits for its members in the case of their compulsory retirement or death.

*The S. I. Railway.*—A Mutual Retirement Benefit Fund has recently been started under the auspices of the S. I. Railway Co-operative Credit Society. The object of this fund is to make provision for employees on retirement, or for their families should the employee die during service. Proposals are now under consideration for the formation of a Staff Benefit Fund which will absorb the present fund and will be administered by a committee, on which the various classes of staff will be represented.

*The A. B. Railway.*—The Employees Mutual Benefit Fund provides lumpsum payments to the nominee of a member in the event of the latter's death, by means of calls made on the remaining members of the Fund. The fund is open to all employees regardless of race.

### (38) CO-OPERATION.

The co-operative movement which has made such strides in recent years in this country finds expression on railways in co-operative credit societies and co-operative stores which have been started by the various railways with the primary object of reducing indebtedness among the employees. That this evil is rampant cannot be gainsaid. The European and Anglo-Indian subordinate is often in debt sometimes as a result of extravagance and his financial embarrassment generally increases when he marries; the middle class Indian employee has to bear an insupportable burden imposed on him by social customs and he is often forced to borrow money, from the professional moneylender, who charges exorbitant interest, to meet the expenses incurred on the marriage of children and other religious ceremonies. The lower paid employee is indebted to the bania (shopkeeper) from whom he buys food and other requisites of life and borrows money to meet his other obligations. This tyranny of debt degrades the employee and impairs his efficiency. To mitigate the evil railway administrations have encouraged the formation of co-operative credit societies and co-operative stores. As we shall see from what follows, the co-operative movement has been of very great value to the staff, especially on the B., B. and C. I. Railway.

**CO-OPERATIVE CREDIT SOCIETIES.**—These societies have been formed on all railways with the object of advancing loans to railway employees at reasonable rates of interest. They also maintain a bank to encourage habits of thrift among the employees. They are managed by a committee elected from among the shareholders.

The railway generally assists them (a) by supplying office accommodation free of rent, (b) by arranging recovery of loans through salary bills, and (c) by granting a limited number of passes and privilege ticket orders to the employees of the society. The societies have supplied a long-felt want and are generally in a thriving condition. Details as to the present position on some of the larger railways are given below :—

*The N. W. Railway.*—A Co-operative Credit Society was formed on this railway in 1917 with 94 members representing a share capital of Rs. 5,420. At its inception it was received with suspicion, as the employees had an idea that it was an attempt on the part of the administration to gain an insight into the extent of indebtedness prevalent amongst the staff, as well as to find out their wealth. This prejudice, was, however, overcome and its membership has now reached 10,000 which represents a share capital amounting to Rs. 3,44,255; a reserve fund of Rs. 64,000 and fixed deposits amounting to Rs. 20,65,587.

During the year ending 31st July 1929, loans aggregating Rs. 14,53,534 were advanced. Interest on loans is fixed at 9 per cent. per annum, but a rebate of  $\frac{1}{2}$  per cent. has been allowed to borrowers, due to the flourishing state of the society's finances. A dividend of 9 per cent. has been paid to the shareholders for the last 10 years. The value of the share is Rs. 10, but it is stipulated that no shareholder may hold more than 100 shares. Cessation of service with the railway involves cessation of membership with the society, but in this case, shareholders have the option of transferring their shares to employees in service, and if this cannot be done, the society buys the shares back.

The condition of membership up till recently has been restricted to permanent railway employees who were subscribers to the provident fund and who were literate in English. The society felt that it would fill a long-felt want, and be of great benefit to the staff, if membership were extended to the staff who were literate in the vernacular and who fulfilled the other conditions of membership, and with this object in view the society

has approached the Registrar of Co-operative Credit Societies for permission to extend its membership in this direction. The Registrar's sanction to this proposition of the society has just been received, and it is intended to throw open the benefits of membership to the latter class of employees who it is estimated will number about 10,000 as soon as arrangements for accommodating the increased staff necessitated by the increased membership have been made. To encourage thrift, the society opened up a savings bank for employees in 1926 and its popularity may be judged by the fact that there are 754 savings bank accounts, aggregating Rs. 2,48,082.

*The E. B. Railway.*—A Co-operative Credit Society was formed in 1915. The Railway has no legal responsibility for this Society which is supported by the capital subscribed and the interest earned on loans to employees. The interest at present being charged is 9½ per cent. It was decided at the last General Meeting to reduce the interest to 8½ per cent. from 1st October 1929 subject to the approval of the Registrar, Co-operative Societies, Bengal. The Society has been given office accommodation by the Railway free of rent and it is also allowed the privilege of having cheques to staff encashed at railway stations. The Society is also allowed the use of the Committee room for its monthly meetings and its annual general meeting is held in one of the Railway Institutes. Recovery of loans is made through staff salary bills without charge. Passes and Privilege Ticket Orders are given to the employees of this Society over the home line in the same way as for the staff of Railway Institutes.

*The E. I. Railway.*—The East Indian Railway Employees' Co-operative Credit Society Limited has for its objects (a) to raise funds by means of issuing shares, borrowing money, accepting money on deposit at interest or otherwise, (b) to lend money to share-holders at interest with or without security, (c) to invest the moneys or funds of the Society, not required for object (b), upon such securities and in such manner as may from time to time, be determined, (d) to encourage thrift, self-help and co-operation among the share-holders (e) to prevent shareholders falling into permanent indebtedness and to assist them financially in times of difficulty and to help them to get out of debt.

Any E. I. Railway employees above the age of 18 years and who draw Rs. 15 or more per mensem are eligible for membership.

The E. I. Railway is in no way responsible for the Society.

In addition, the "Indian Staff Loan Fund" made a start in August 1909 with a capital of Rs. 10,000 granted from the Fine Fund. The scheme was successful from the first. In 1910 the capital was increased to Rs. 30,000 by a further grant of Rs. 20,000 from the Fine Fund. In 1911, the capital was increased to Rs. 60,000 by a loan of Rs. 30,000 from the accumulated profits of the Savings Bank. In 1918, a further grant of Rs. 20,000 was made from the Fine Fund and the loan from the Savings Bank was repaid. In 1923 a further grant of Rs. 20,000 was given from the Fine Fund making the total advances from that fund Rs. 70,000.

Both the above organizations grant loans to employees of the Jamalpur and Lilloah workshops who are members of the Provident Fund.

*The G. I. P. Railway.*—The Co-operative Credit Society on this railway was formed in 1913 and has proved a great success. Membership is restricted to the employees of railway, those employed by the society itself and the staff of the Mutual Benefit Society. The position in March 1929 may be gauged from the fact that the number of the share-holders amounted to 14,939, holding a paid up capital of Rs. 7,90,070. Fixed deposits aggregated over Rs. 28 lakhs with a reserve fund of close on Rs. 2 lakhs. Over 2·59 crores of rupees have been issued on loans since the commencement of the society's activities while Rs. 37·54 lakhs were actually out on loan at the time indicated.

*The B. N. Railway.*—The B. N. R. Employees' Urban Bank was established in 1909 for the purpose of encouraging thrift by affording to its members facilities for investing their savings and for lending out money to members on reasonable terms.

The authorised capital of the society has been fixed at Rs. 10 lakhs of which Rs. 7,67,562 were paid up on the 31st of March 1928. Loans are granted up to ten times the value of the shares held by a member but not exceeding a maximum of Rs. 2,000. The total amount of loans outstanding on the 31st March 1928 amounted to Rs. 27·68 lakhs.

The amount deposited by and held at the credit of members in the bank on the 31st March 1928 was Rs. 19·98 lakhs and the Reserve Fund amounted to Rs. 1·38 lakhs.

*The B., B. and C. I. Railway.*—The Jackson Co-operative Credit Society was started in 1912. Deposits are taken from all grades of employees on which interest is allowed at

5½ per cent. per annum. Loans are given at a charge of 5 per cent. per annum which are recovered through pay-sheets in 30 monthly instalments. Suspension of recoveries is granted when employees, through circumstances over which they have no control are unable to pay their instalments. A savings bank has also been started; interest being allowed at 4 per cent. per annum on monthly balances. The society has been able for several years past (a) to carry 25 per cent. of its net earnings to the reserve fund, (b) to declare a 10 per cent. dividend (the maximum allowable) and (c) to contribute a substantial surplus to the staff Welfare Fund.

There are at present 22,148 members, holding a paid up capital of Rs. 4,70,490. The amount of fixed deposits aggregate Rs. 22,08,950. The number of loans granted during 1928-29 was 10,558 aggregating Rs. 31,15,950. The above figures speak for themselves and show the extent of benefits given to these classes of employees by the society. As well as the above, the society has extended some of its benefits to the workshop and lower-paid staff. A special cashier is posted at the workshops to enable workshop employees to cash their cheques, or pay in their amounts. The Railway has made an arrangement with the Society to give loans on special terms to gangmen (in contradistinction to similar loans granted to other staff) to enable them to repay their debts. These loans are paid to the staff Officer by the Society who disburses the amount due to the moneylenders himself. Loans with easy terms have been offered also to workshop staff at Bombay to help them to liquidate their debts before transfer of the workshops to Dohad. For further information see Appendix H.

*The M. S. M. Railway.*—The Urban Bank on this Railway, besides affording credit to members on reasonable terms has also a Mutual Retirement Benefit Fund, which provides benefits for its members on their compulsory retirement or death.

*The S. I. Railway.*—A statement of the transactions of the Co-operative Credit Society on this railway during the last 5 years gives some indication of the increased use made by employees of the facilities which it offers—

Year.						No. of share- holders.	Loans advanced.
							Rs.
1923-24	..	..	..	..	..	5,858	6,97,601
1924-25	..	..	..	..	..	6,490	9,25,795
1925-26	..	..	..	..	..	7,072	9,28,587
1926-27	..	..	..	..	..	8,637	10,05,480
1927-28	..	..	..	..	..	9,229	10,98,709

*The B. & N. W. Railway.*—There are two Co-operative Credit Societies on this Railway for the benefit of employees, i.e.—

(a) the B. and N. W. Railway Employees' Co-operative Credit Society, Limited, and

(b) the B. and N. W. Co-operative Society, Limited.

The first is the principal society for the line, and with this is incorporated the Branch which deals with the employees of the *R. & K. Railway* at Izatnagar (Bareilly). All employees drawing a monthly pay of Rs. 15 or over are eligible. The capital of this society is Rs. 1,00,000 divided into Rs. 10 shares, which are paid for at the option of the employee either in lump sum or Rs. 2 on allotment and Rs. 2 per month thereafter for four months. The affairs of this society are under the control of a Managing Committee with the Agent and Chief Auditor as Chairman and Vice-Chairman respectively. Four members are nominated by the Agent and four are elected at the Annual General Meeting.

The second Credit Society was formed for the employees of the Locomotive and Carriage and Wagon Department and is controlled by a committee of Locomotive officers



under the chairmanship of the Locomotive Superintendent. The shares of this society are of the value of Rs. 5 each and may be paid for by five monthly instalments of Re. 1 each. Membership is open to any employee of that department without restriction as to pay limit.

**CO-OPERATIVE STORES.**—Many years ago co-operative stores were founded by employees on several railways at suitable centres with a view to supplying the railway staff with stores of good quality at reasonable prices. The stores are managed by committees elected from among the shareholders and are assisted by the railway by (a) the conveyance of goods at a special concession rate—a concession which has, however, had to be recently withdrawn in deference to the protests of mercantile interests, (b) the collection through the salary bills of the employees of the amounts due to the stores; and (c) the grant of free passes to the managers to enable them to proceed to the nearest centre for the purpose of purchasing stocks. Loans from the fine fund were also granted on some railways free of interest to provide the initial capital.

The stores have served a useful purpose by ensuring the supply of good wholesome provisions and other commodities to the railway community at prices cheaper than the market rates and by allowing credit sales specially to the low-paid employees. There are at present four such stores on the E. I. Railway at Asansol, Cawnpore, Jamalpur and Tundla, respectively; two on the E. B. Railway, one at Kanchrapara and the other at Saidpur; two on the G. I. P. Railway at Bhusaval and Lonavla respectively; one on the N. W. Railway at Lahore; ten on the M. and S. M. Railway and one on the S. I. Railway at Trichinopoly, with branches at important centres. On the B., B. and C. I. Railway, co-operative stores have been established at all headquarter stations on the line.

### (39) POSSIBILITY AND DESIRABILITY OF A STATUTORY MINERS' WELFARE FUND.

On the E. I. Railway a Special Colliery Benefit Fund has been instituted to take the place of the Provident Fund and Gratuity benefits for which the colliery staff are not eligible. Some details of this fund are given below. Subscription is at the rate of two pice per week in the case of male adults and one pice in the case of women and children. In return they enjoy the following benefits:—

(a) For sickness—

						Rs.	a.	p.
Men per week	..	..	..	..	..	1	2	0
Women per week	..	..	..	..	..	0	12	0
Children per week	..	..	..	..	..	0	6	0

(b) For birth of a child .. .. . 4 8 0

(c) At deaths—

Adults	..	..	..	..	..	5	0	0
Children not less than 3 years old	..	..	..	..	..	2	0	0

(d) For marriages—

First recognised marriage of a labourer or his child	..	..	..	..	..	6	0	0
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In addition to these, old age pensions are awarded at the rate of Rs. 1-2-0 per week for males and Re. 1 per week for females on retirement at the age of 50 (or in special cases 45) years and after completion of 15 years' service. At the discretion of the Committee administering the fund, widows and orphans of employees are in special and deserving cases allowed temporary aid at the rate of Re. 1 per week for widows and annas 10 per week for each child under 13. Finally, a disabled employee may be allowed an allowance at the rate of Re. 1-2-0 per week in the case of a man and Re. 1 in the case of a woman.

## **CHAPTER VI.**

### **EDUCATION.**

#### **(40) FACILITIES FOR GENERAL EDUCATION IN INDUSTRIAL AREAS.**

- (i) Of children not in employment,
- (ii) Of children employed in factories,
- (iii) Of adults.

The facilities provided by various railway administrations for the general education of the employees and their children have been fully discussed under item (36) in Chapter V, and it is not proposed to enlarge upon the subject here. A word, however, may be said about the facilities for general education which exist apart from those provided by railways. These facilities naturally vary to a very great extent. In the first place, the schools provided in different provinces vary very much as to their number, their equipment and the efficiency of their staff, while as far as the railway industry is concerned, the conditions are only similar to those in other industries in the vicinity of large towns. Many thousands of miles of railway pass through sparsely populated areas, where the schools provided by local bodies are few and far between. The problem which faces the railway employee who is posted at a wayside station in these areas with regard to the education of his children is the real crux of the problem as far as the Railway Department is concerned. It is quite impracticable to provide facilities at all these small stations where the average number of employees is not more than a dozen, but as will be seen from item (36), the present policy is to help *all* employees irrespective of race or creed with financial assistance, so that they can send their children to the nearest school where provision can be made for their education.

#### **(41) FACILITIES FOR INDUSTRIAL AND VOCATIONAL TRAINING.**

The facilities for industrial and vocational training provided by Railway Administrations have been fully described under item (12) of Chapter II, and no more need be said here under this heading.

#### **(42) EFFECT OF EDUCATION ON STANDARD OF LIVING AND INDUSTRIAL EFFICIENCY OF WORKERS.**

The effects of education on the standard of living have been dealt with in Chapter XIII, and little more need be said here.

There is no doubt that the spread of academic education among the more illiterate sections of the population is having a beneficial effect upon the standard of living and efficiency, but it is probable that these two factors are at present more influenced by the general welfare work which is expanding very rapidly on all railways. It is only when all these influences which come under the heading of "welfare" are fully developed that education *per se* will play its part in raising the standard of living of the worker.

## CHAPTER VII.

### SAFETY.

#### (43) EXISTING REGULATIONS IN FACTORIES, MINES, RAILWAYS AND DOCKS.

**SAFETY REGULATIONS.**—The existing regulations for the safety of employees on Railways in India are contained in :—

- (a) the Indian Railway Act ;
- (b) the Indian Factories Act, which applies to railway workshops, printing presses, power houses, etc., and some small shops attached to running sheds ;
- (c) the Indian Mines Act, which applies to all railway collieries ;
- (d) the Indian Electricity Act, which applies to electrical power houses on railways ;
- (e) rules made by the Government of India and Provincial Governments under the foregoing Acts ;
- (f) general Rules published by the Government of India under the authority of Section 47 of the Indian Railways Act, and subsidiary Rules published by the various railways.

The Indian Railway Act lays down the general conditions regulating the construction and operation of railways in India, and although there are no special provisions which deal specifically with the safety of the staff, it contains many regulations designed to ensure the safe working of the railways as a whole, while it makes statutory certain general rules published under its authority to which all Administrations are bound to conform, and which are amplified by supplementary rules governing the operations of individual railways. There is thus a great number of regulations designed to ensure the safety of all those who have anything to do with the railways, be they railway servants or members of the general public.

The Indian Factories Act of 1911 applies to all railway workshops as well as printing presses, power houses and a few other phases of railway activity which comes within its purview. This Act not only makes specific provision with regard to the safety of the worker in sections 15 to 20, but contributes indirectly to the prevention of accidents in other sections which deal with such matters as the provision of adequate lighting, etc., and restrictions as to hours of work and periods of rest.

In a similar way, the Mines Act makes provision for the safety and welfare of all railway servants who work in collieries.

#### (44) INCIDENCE OF ACCIDENTS IN FACTORIES, MINES, RAILWAYS AND DOCKS.

**ACCIDENTS OTHER THAN IN WORKSHOPS.**—The following statement shows the number of accidents which occurred on all railways open for traffic (otherwise than in workshops) during the quinquennium ending 1928-29 :—

Class of accidents.	1924-25.		1925-26.		1926-27.		1927-28.		1928-29.	
	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.	Killed.	Injured.
A.—Accidents to trains, rolling stock and permanent-way .. ..	36	168	20	141	25	126	23	166	26	192
B.—Accidents caused by the movement of railway vehicles exclusive of accident to trains, etc. .. ..	386	721	333	1,285	319	1,253	323	1,323	341	1,492
—Accidents on railway premises otherwise than in connection with the movement of railway vehicles ..	44	600	49	1,897	46	2,304	54	2,713	49	3,190

Leaving aside the cases of injury which include a variety of quite trivial accidents, an examination may be made of the various causes to which the fatal accidents can be attributed. The following table analyses the principal causes (amounting to 75% of the whole) of those fatal accidents which occurred in connection with the movements of vehicles (B. above).

Causes.	1926-27.	1927-28.	1928-29.
	Number.	Number.	Number.
(a) Coupling and uncoupling of vehicles and shunting operations connected therewith .. .. .	41	54	62
(b) Walking, crossing or standing on the line while on duty .. .. .	92	98	115
(c) Walking, etc., on the line on the way home or to place of work .. .. .	37	40	34
(d) Working on permanent-way, sidings, etc. ..	28	24	36
(e) Getting on or off engines, vans, etc., during the running of trains .. .. .	24	21	17
(f) Coming in contact with overbridges or structures on the side of lines during the running of trains .. .. .	11	10	..

The total number of accidents caused by the movement of vehicles may also be classified according to primary causes:—

Causes.	1926-27.	1927-28.	1928-29.
	%	%	%
(1) Misadventure .. .. .	64·9	72·57	56·1
(2) Want of caution on the part of the injured person .. .. .	31·6	26·8	40·3
(3) Want of caution or breach of rules on the part of persons other than the injured persons ..	3·5	·63	3·6

ACCIDENTS IN WORKSHOPS.—The number of accidents which occurred in Railway workshops during the last two years is as under:—

	Deaths.	Injuries.
1927-28 .. .. .	24	6,114
1928-29 .. .. .	30	7,301

**ACCIDENTS IN MINES.**—The following statement shows the average number of persons employed daily in important collieries, with the number of persons killed and injured during the triennium ending 1927-28 :—

Colliery.	Average number of persons employed daily.	No. of persons killed during the years 1925-26 to 1927-28.	No. of persons injured during the years 1925-26 to 1927-28.
Bhurkunda .. .. .	131	..	1
Kargali . . . . .	5,244	6	16
Jarangdih .. .. .	955	4	14
Bokharo .. .. .	1,750	6	25
Giridih .. .. .	5,088	25	99
Argada .. .. .	879	1	3

A few examples may be given of the incidents of accidents on individual railways.

On the *E. B. Railway* an average of 236 accidents per annum occur to railway employees of which 31 are fatal. Of these 125 relate to employees working in workshops which are normally of a trivial nature, an average of 3 only being fatal. Outside the workshops out of a total of 111 accidents, 28 are fatal, chiefly run-over cases. The rest are mainly accidents to staff employed in coupling and uncoupling vehicles, while attending to engines in sheds or while getting on or off engines or trains in motion.

On the *G. I. P. Railway*, the number of accidents to railway servants, killed or injured, during the year ending 31st March 1929 was 83 and 517 respectively. Of these the number killed or injured in accidents to trains, rolling stock, etc., was 1 and 39 respectively, and in accidents connected with the movement of vehicles 12 and 2,053 respectively. In railway workshops the accidents were 3 and 3,273 respectively.

On the *Burma Railways*, the accidents for the three months, April to June 1929, are given in the following table :—

	No. of men employed.	Average No. of accidents per month.
Workshops .. .. .	3,965	10
Outside staff. . . . .	3,244	3
Running Staff .. .. .	1,445	2

On the *B. N. W. Railway* during the year 1928, the percentage of accidents in workshops to the total number of operatives was 0·4% serious and 1·5% minor with no fatal accidents.

#### (45) CAUSES.

Whatever precautionary methods are adopted and however intense the campaign of "Safety First," the conditions under which certain classes of railway work is performed, must of necessity be fraught with a certain degree of risk, and this is particularly so in India, where the bulk of the staff exposed to these risks are not sufficiently educated to appreciate the dangers which they face, or the necessity for the meticulous use of devices provided for their safety and the need for constant vigilance. In the above table, certain figures have been given of the percentages of accidents which can be ascribed to misadventure or to want of caution on the part of the staff, but it must be realised that in a great many cases it is difficult to place particular accidents in one category or the other. An act which would rightly be regarded as culpable negligence in the case of an educated man is often either pure thoughtlessness on the part of illiterate staff or simply failure to apprehend possible danger. This lack of appreciation of the risks involved re-inforces

that familiarity which breeds contempt, and employees of little imagination contract dangerous habits quicker than those who can visualise the results of carelessness. On the whole there can be little doubt that the majority of preventable accidents are due to want of caution on the part of staff and it is only by the most intensive propaganda that the danger which employees run can be brought home to them.

Some of the more frequent causes of accidents are enumerated below :—

#### AT STATIONS AND IN YARDS :—

- (a) Coupling and uncoupling vehicles.
- (b) Riding on vehicles during shunting, etc.
- (c) Being trapped whilst passing between buffers or standing on buffers during shunting operations.
- (d) Falling off engines and wagons during shunting in yards.
- (e) Coming into contact with overbridges and other fixed structures.
- (f) Being run over whilst walking on, attending to, or crossing the line in the course of duty.
- (g) Tripping over points, interlocking rods, etc., and falling into drains, ashpits, etc.
- (h) The fall of heavy articles whilst unloading vehicles.
- (j) Being thrown off trolleys on derailment.
- (k) Falling off platforms.

#### IN WORKSHOPS, PRINTING PRESSES, etc. :—

- (a) Trying to put belts on to pulleys while main shafts are in motion.
- (b) Holding material with bare hands instead of with tongs, etc., while shearing or punching metal plates, etc.
- (c) Loose sleeves, turbans and other flowing garments catching in gear wheels.
- (d) Working on high speed machinery such as wood planers, band and circular saws, etc., with guards removed.
- (e) Working on electrical live wires without first ensuring that the current has been cut off.

#### ON THE PERMANENT-WAY :—

- (a) Not keeping a sharp look-out for trains while working on the permanent-way.
- (b) Not taking advantage of refuges whilst crossing bridges or in tunnels.
- (c) Not observing trolley signals whilst trolleying through cuttings.
- (d) Jumping off trolleys whilst in motion.
- (e) Fingers crushed whilst examining or cleaning points and switches controlled from cabins.

Railway administrations are of the unanimous opinion that the great majority of preventable accidents are due to carelessness, thus :—

*The E. I. and S. I. Railways*, consider that most of the accidents are due to carelessness, ignorance and the disregard of rules and standing orders.

*The Burma, A. B., B. N., B. N. W. and R. K. Railways* report that the majority of accidents are due to carelessness.

*The M. and S. M. Railway* gives the chief causes of accidents in workshops, the majority of which are trivial, as under :—

- (a) Dropping of tools or materials on the hands or feet,
- (b) Striking of hands with hammers,
- (c) Hands or fingers pinched or injured when handling material,
- (d) Flying chips, dust or scale,

while accidents to other staff are frequently caused by gross carelessness such as sleeping under rolling stock, jumping on vehicles in motion, etc.

*The B., B. and C. I. Railway* reports that accidents in locomotive shops consist mostly of small injuries chiefly due to negligence on the part of the men. They are varied and do not show that any one cause in particular is responsible. Accidents to running staff

are few and consist chiefly of minor injuries such as firemen crushing their fingers, or getting coal dust in their eyes. Occasionally a man is run over by an engine or a vehicle which is usually due either to neglect or misunderstanding. In the Traffic Department accidents to employees usually occur during shunting operations and are due to neglect or misadventure. In the Engineering Department accidents arise from a great variety of causes, sometimes due to disregard of rules or carelessness. The majority of accidents occur during the handling of heavy material: very few are caused by trains, and others are due to misadventure. Accidents in the Electrical Department are of a petty nature resulting in bruises, cuts, abrasions, etc., due to an employee's own carelessness.

#### (46) ACCIDENT PREVENTION (INCLUDING SAFETY FIRST PROPAGANDA.)

The measures adopted for the prevention of accidents may be enumerated under three heads :—

##### (A) The observance of the SAFETY REGULATIONS quoted under item (43).

Besides the statutory regulations mentioned under this item, a few examples may be cited of the General Rules framed under the authority of the Indian Railways Act and subsidiary rules as they exist on one particular railway (*the E. B. Railway*) :—

- (a) *General No. 79* deals with the protection of ballast trains and the coolies which work on them, when stabling at stations.
- (b) *Subsidiary Rule 77 (c)* lays down that ballast should not be unloaded while the ballast train is in motion.
- (c) *Subsidiary Rule 77 (f)* forbids the loose shunting of vehicles with coolies in them.
- (d) *Subsidiary Rule 78 (a)* makes the guard of a ballast train responsible for seeing that the coolies working in it are sitting down before the train is started.
- (e) *Subsidiary Rule 83 (c)* forbids the fly-shunting of vehicles.
- (f) *Subsidiary Rule 253 (a)* provides for the protection of a train by means of a red flag or lights while it is being dealt with by train examining staff.
- (g) *Subsidiary Rule 260 (a)* forbids the coupling of vehicles by side chains only.
- (h) *Subsidiary Rule 343* provides for the protection of trollies and P. Way lorries which must be accompanied by enough men to lift the lorry off the line in case of emergency.
- (i) *Traffic Manual Part I, Chapter 4, Rule 2 (iii)* forbids shunting of vehicles except under the supervision of a responsible member of the Traffic staff.
- (j) *Rule 3 (ii)* provides for the protection of coolies working in Traffic yards.
- (k) *Rule 3 (iii)* lays down that wagon doors must be closed and flaps fastened before shunting operations are commenced.
- (l) *Rule 3 (iv)* lays down that vehicles must be attached or detached from passenger trains without the train being moved and with the vacuum brake in operation.
- (m) *Rule 9* forbids guards to walk on the roofs of carriages or to stand on the footboards of carriages while the train is in motion.
- (n) *Weekly Gazette Notification No. 925 of 1929* deals with the danger of carrying out repairs or construction work in the neighbourhood of electric supply lines.
- (o) *Circular No. 2 of 13th October 1927* deals with the safety of ticket examining staff under the crew system, forbidding them to travel on footboards and drawing attention to certain infringements of standard dimensions.
- (p) *Loco. Subsidiary Rule 54* deals with the provision of danger discs to be attached to vehicles being repaired, oiled or lifted.
- (q) *Engineering Manual, paragraph 433*, forbids the carrying of rails, etc., on head or shoulders prescribing the use of slings or tongs and holding subordinates personally responsible for seeing that these orders are carried out.

**(B) EDUCATIVE MEASURES.** "*Safety First*."—The Railway Department conducts an intensive safety-first campaign which among other activities embraces the following :—

- (a) Safety-first posters and placards are displayed in prominent positions both in English and in vernacular. Some of these (*e.g.*, on the *B., B. and C. I. Railway*) are prepared from actual photographs showing safe and dangerous methods of working in the various branches of railway operation and in workshops.
- (b) An illustrated booklet compiled by the G. I. P. Railway in 1926 has been translated into a number of vernacular languages and distributed on certain railways.
- (c) Photographs and special articles are published in the Indian State Railways Magazine and its various supplements on individual railways for the instruction of the staff.
- (d) Inspecting subordinates are instructed to take the opportunity while visiting stations of addressing the staff on the subject of "*safety first*".
- (e) A safety first film was prepared by the Central Publicity Bureau in 1927 and copies have been distributed to railways. This film is widely displayed by the various travelling cinemas which operate on a number of railways.
- (f) A safety first pamphlet has also been prepared by the Central Publicity Bureau and is now in the press.

On the *G. I. P. Railway*, the educative measures include a Central "*Safety First*" Council with Local Area Committees. The Executive Committee of the Central Council consists of the Deputy Agent "*Works*" (Chairman) and four members nominated by the Heads of Departments with the Publicity Officer as *ex-officio* member, and the Assistant Traffic Superintendent in charge of accidents as Secretary. Meetings are held quarterly. The functions of this Council include the general supervision of accident prevention work, the formulation of general principles of safe working, consideration of reports of accidents and the recommendations of Local Area Committees. The Councils also make arrangements for the display of posters, the distribution of pamphlets, etc., and ensures that First Aid organisation and equipment is maintained at a high state of efficiency. Accident statistics are analysed and touch maintained with Safety First Associations in England and elsewhere.

There are a number of Local Area Committees which also meet quarterly. These supervise the organisation of safety first propaganda in the areas over which they preside, making recommendations to the Central Council with regard to concerted action in the prevention of accidents.

**(C) SPECIFIC MEASURES IN EACH BRANCH OF RAILWAY OPERATION.**—Each branch of railway operation is considered separately and appropriate steps taken to reduce the number of accidents. Apart from the observance of standing rules and regulations referred to above, the following measures may be cited to exemplify generally the precautions which are taken.

- (a) In STATION YARDS.—Entrances to sick line are pad-locked so as to avoid vehicles being shunted against those under which men are working. Staff are specifically forbidden to ride on brake levers, tie rods, buffers, etc. Staff are prohibited from going between a vehicle and an engine fitted with a cow catcher for the purpose of coupling up, until the engine has come to a stand. Engine crews are required to screw hand brakes hard down, leave cylinder cocks open and reversing lever in mid gear, before leaving or stabling engines in shed. Staff are prohibited from passing from wagon to wagon while the train is in motion.
- (b) In WORKSHOPS belters and oilers are provided with special tight fitting clothing to preclude as far as possible any likelihood of their garments being caught up in moving machinery. Employees working with hot metal are provided with leather aprons, gauntlets, etc., and staff employed in electric and oxy-acetylene welding are provided with goggles and shields for the protection of their eyes and faces. The same applies to staff employed on grinding machines. Switch-boards in electrical power-houses have the requisite protective arrangements in the form of rubber mats, etc., and high tension switch-boards and wires are suitably caged and locked.



**(47) ACCIDENTS IN NON-REGULATED ESTABLISHMENTS.**

As explained above, the conditions of employment in railway workshops and mines are regulated by the Indian Factories Act and the Indian Mines Act. There is no special Act which deals specifically with conditions outside workshops and mines but it will be clear from what has gone before that there is a mass of regulations beginning with the Indian Railways Act amplified by General and Supplementary Rules, governing these phases of railway operation, so that it can hardly be said that work on the open line is not regulated. Work inside and outside workshops is so dissimilar that it is impossible to draw any useful conclusions from a study of the figures of accidents incidental to each, but there is reason to believe that the question of safety receives adequate attention in those activities which are outside the provisions of the Factories and Mines Acts.

**(48) FIRST-AID AND MEDICAL RELIEF.**

**FIRST AID TRAINING.**—Under the auspices of the St. John Ambulance Association first-aid training centres are maintained by various railway administrations. Staff are encouraged to attend first-aid courses and pass the prescribed examinations by the award of certificates, and medallions, etc., granted by the St. John Ambulance Association and in some cases by small monetary rewards. Inter-district or divisional competitions are held on some railways leading up to the selection of teams representing the railway as a whole which take part in the all-India competitions organized by the St. John Ambulance Association. On some railways training in first-aid is compulsory for certain classes of staff.

The question of extending the facilities for first-aid has on several occasions come under the consideration of the Railway Board and it has lately been felt that although the measures hitherto taken on railways have resulted in a large number of employees being trained, there is still a great deal to be done before conditions can be arrived at under which it can be assured that on all occasions when accidents happen to passengers and employees, men are available on the spot with the necessary training to afford first-aid and so save avoidable suffering or even life. The whole question was recently referred to the Railway Board's Standing Advisory Committee of Medical Officers for report and recommendations. These recommendations have been accepted in principle by the various railway administrations and a set of regulations governing first-aid training is now under the consideration of the Railway Board. These regulations provide :—

- (a) that training in first-aid shall be compulsory for the following categories of railway staff :—
  - (i) Officers of all departments below the rank of those on the senior scale of pay—within two years of appointment ;
  - (ii) Inspectors and Assistant Inspectors—prior to promotion to that grade ;
  - (iii) Running staff, other than those who are not required to be literate—prior to the granting of certain stipulated increments ;
  - (iv) Station staff other than those who are not required to be literate—before confirmation in certain grades.
- N.B.—In the case of staff already in service, training will not be obligatory but will be taken into consideration in making selections for promotion.
- (b) that one or more courses in first-aid shall be held each quarter at district headquarters stations and at other selected centres ; each course to consist of eight lectures of one hour, succeeded on each occasion by practical demonstrations and individual practice ;
- (c) that instructions shall be given by selected assistant or sub-assistant surgeons who will employ as a basis for their lectures and demonstrations, the first-aid manuals of the St. John Ambulance Association, paying special attention to subjects relating to accidents on railways such as hæmorrhage, fractures, dislocations, wounds, foreign bodies in the eye, heat-strokes, etc., with the use of stretchers, splints, bandages first-aid boxes, etc. ;
- (d) that allowances will be given for attendance at classes of instruction for each lecture as under :—
  - (i) Running Staff—average daily mileage or overtime lost or mileage allowance for 100 miles, whichever is greater ;
  - Workshops Staff—overtime allowance for one and a half hours ;

- (iii) Other staff (exclusive of staff attending schools of instruction and courses at which training in first-aid is a recognised part of the prescribed curriculum)—halting or relieving allowances admissible under the rules, if the lecture is given away from the employee's headquarters, and half this allowance if the lecture is given at the employee's headquarters.
- (e) that examinations shall be conducted under the rules and conditions laid down by the St. John Ambulance Association ;
- (f) that the administration and control of first-aid training and cognate matters shall be entrusted on each State Railway to a central executive committee at headquarters and subsidiary district committees with the status of provincial and local centres of the St. John Ambulance Association, the jurisdiction of the district committees to be as far as practicable coterminous with medical districts.

**MEDICAL RELIEF.**—The question of the provision of hospitals and dispensaries has been fully dealt with in Chapter IV, from which it will be seen that adequate provision is made at suitable points for medical relief in case of accidents. Special provision is made in the vicinity of workshops and collieries and every effort is made to ensure that first-aid attention and equipment shall be procurable at the site of an accident in the shortest possible time. The following among others are the more important measures adopted to achieve this result :—

- (a) Relief trains are stationed at convenient centres. Some of these are equipped with a special medical vehicle containing a complete set of accident medical relief equipment, while the remaining trains are provided with medical chests, stretchers, etc.
- (b) At other stations and in running sheds, workshops, etc.,—First-aid chests and stretchers are provided at convenient and accessible points. On several railways first-aid boxes are also provided for all passenger trains and form part of the guard's equipment.

A few words may be said regarding the first-aid medical arrangements made on various railways :—

On the *N. W. Railway* relief trains are stationed at 40 selected points more than half of which have a special medical vehicle while the others are provided with medical chests. In workshops first-aid boxes are suitably distributed, so that every part of the shops can be served, while special dispensaries are provided at larger workshops. First-aid lectures and examinations are conducted under the auspices of the St. John Ambulance Association, certificates and monetary rewards being given to candidates who qualify themselves in first-aid. Since 1927 all the students who pass through the Area Training School attend first-aid lectures and go up for the required examination. The number of employees who have obtained first-aid certificates, etc., up to the 1st of January 1929 are as follows :—

First-aid certificates .. .. .	3,195
Vouchers .. .. .	274
Medallions .. .. .	142
Labels .. .. .	208
Home nursing certificates .. .. .	26

On the *E. B. Railway* stretcher bearer parties are organized for service in shops, and in each shop lists of persons qualified in first-aid are posted in conspicuous places. Four fully equipped Ambulance vans are attached to the principal relief trains and all relief trains are equipped with ambulance boxes and first-aid equipment. First-aid boxes are provided in all brake-vans of passenger trains. All supervising staff are expected to qualify themselves in first-aid, and 2,436 employees are so qualified.

On the *E. I. Railway* first-aid classes are held and qualified men are available at all workshops. Emergency first-aid boxes are provided at convenient places within the shops. In the *E. I. Railway* collieries members of the staff are trained in First-Aid. Adequate medical arrangements are provided and there are well equipped hospitals on the premises.

On the *G. I. P. Railway* 2,293 employees are qualified in first-aid. There are sub-centres for first-aid work at the headquarters of the eight medical districts, and a yearly competition between these centres is arranged. During the past year 1,635 cases of first-aid were reported. First-aid equipment is located at important stations, at workshops and running sheds, and 190 first-aid boxes are provided for use on passenger trains as part of the guard's equipment.

On the *B. N. Railway* running staff, as well as station masters, yard masters, etc., are required to pass an examination in first-aid, and refresher courses are organised for these men to maintain their proficiency. Monetary rewards are granted to those who become efficient in first-aid. First-aid equipment and stretchers are carried on all passenger trains and they are also kept at important stations on the line.

On the *B., B. and C. I. Railway* first-aid boxes are provided in all shops and sheds. Break-down trains are fully equipped with first-aid appliances. Drivers, Shunters and Firemen are required to be in possession of first-aid certificates, which applies also to station masters, guards and ticket-collectors whose promotion may depend upon their passing these tests.

On the *M. S. M. Railway* Ambulance Training has been encouraged during recent years, and in all shops there are trained Ambulance men, and in some there is First-Aid Equipment. The question of supplying First-Aid Equipment to all Workshops and Running Sheds, etc., is now under correspondence with the Home Board. In the work-shops of the Electrical Department it is obligatory for all supervising staff to pass in First-Aid, and all staff of whatever grade who attend the courses of instructions in the Traffic Training School are similarly called upon to pass in First-Aid. First-Aid training is not compulsory in the case of other staff, but they are encouraged to attend classes which are held practically throughout the year. A competition at which First-Aid members from all over the Company's line were given an opportunity to attend was held on 31st August 1929. This competition will in future be an annual one.

On the *S. I. Railway* all monthly paid employees whose work is likely to bring them into contact with accidents are trained in first-aid, and first-aid boxes are maintained in all workshops, and on all mail and express trains. Dangerous works, such as bridge constructions, etc., are provided with first-aid outfits.

On the *B. N. W. and R. K. Railways* first-aid equipment is maintained in the workshops and first-aid boxes at all principal stations.

#### **(49) STRINGENCY OF INSPECTION AND ENFORCEMENT OF REGULATIONS.**

##### **(i) In industry generally.**

Workshops and mines are periodically inspected by Factory Inspectors working under the Provincial Governments who administer the Factories Act. The Powers vested in these Inspectors are laid down in Sections 16, 18, 18A and 19A of the Factories Act. The absence of adverse criticisms in their reports and the infrequency with which matters are referred to Administrations would indicate that the provisions of the Act are being strictly applied. Any improvements suggested by the Inspectors are duly carried out.

Disobedience of instructions on the part of workmen or slackness on the part of the supervising staff in enforcing safety regulations is dealt with suitably.

##### **(ii) In seasonal industries.**

The activities of the Railways can hardly be said to come within this category though there are seasons in the year when either passenger or freight traffic is exceptionally heavy owing to melas or fairs and the seasonal movement of agricultural produce. There is no indication that the incidence of accidents is greater at these times while special first-aid and sanitary arrangements are always made during melas, etc. These arrangements often entail considerable outlay and may extend to the provision of temporary hospitals on the occasion of large fairs such as the Kumb Mela at Hard-

### (50) EFFECT UPON SAFETY OF HOURS, HEALTH, LIGHT AND WORKING CONDITIONS GENERALLY.

An analysis of accidents occurring among railway staff does not indicate that they can be directly attributed to long hours of work, poor health, the lack of adequate light in workshops, or other unfavourable conditions. The question of fatigue and its effect on the incidence of accidents has occupied the attention of industrial managements in Europe and America, where work is carried out under high pressure but the comparative low output of the worker on Indian railways does not indicate that conditions have yet reached the point when fatigue study will yield appreciable results, except perhaps in workshops. In this connection investigation has lately been undertaken at Jamalpur workshops on the E. I. Railway by Dr. F. E. Laborda, the Medical Officer in charge of which some details may be given. It appears that the number of accidents occurring in these shops was formerly very large, but that owing to an intensive safety-first campaign which comprised increased protection of machinery, education of staff, improvements in technique and efficient and prompt medical attention; accidents have been reduced from 744 in 1922 to 256 in 1928. The following statement shows the accidents which have occurred at Jamalpur since 1922 :—

Year.	Accidents.			
	Minor.	Serious.	Fatal.	Total.
1922 .. .. .	610	162	2	774
1923 .. .. .	530	111	3	644
1924 .. .. .	249	73	4	326
1925 .. .. .	210	54	1	265
1926 .. .. .	280	57	2	339
1927 .. .. .	246	43	3	292
1928 .. .. .	201	54	1	256

The number of accidents in 1928 works out to 2·3% of the number of employees in the shops.

Doctor Laborda comments upon the causes of these accidents. Many of the workmen live at a considerable distance from the railway and have to rise at 4 A.M. in order to catch the train that conveys them to the shops. This coupled with the fact that they are insufficiently clad and poorly fed is partly responsible for the early onset of fatigue which is regarded as the principal cause of the negligence displayed by the workmen. Analysing the accidents hour by hour the report shows that the number of accidents is fairly large in the first hours of work and increases hourly until 10 or 11 A.M. when the highest number of accidents is recorded. Then comes one hour's interval for meals after which accidents are at a lower level. The number increases in the afternoon, but in the last hour it drops due to the general slackening of activity consequent upon the approach of the end of the working day. Thus production and accidents rise *pari passu* until 10 or 11 A.M. when production slackens and accidents increase—a well-known fatigue phenomenon. In the afternoon production and accidents keep pace till 3 P.M. when production slackens and accidents decrease—obviously due to less activity and slackness. One may therefore regard the accident figure in some degree as a measure of fatigue and the report accordingly recommends suitable pauses during the day's work, both to decrease the number of accidents and to increase the output.

*Statement showing the compensation paid on Class I Railways (excepts H. B. H. the Nizam's Guaranteed State, and Jodhpur Railways) since July 1924 under the Workmen's Compensation Act and otherwise.*

Name of Railways.	Approximate number of employees in thousands.	Accidents and compensation paid under the Act.										Amount paid otherwise than under the Act. Rs.	
		Death.		Permanent Disablement.			Temporary Disablement.			Totals.			
		No.	Amount. Rs.	Total No.	Partial		Amount. Rs.	No.	Amount. Rs.	No. of acci- dents.	Amount. Rs.		
					No.	Rs.							
N. W. Railway ..	118	293	1,42,024	..	146	56,112	3,380	1,39,828	3,819	3,37,964	51,613		
E. B. Railway ..	52	85	57,515	4	49	27,736	840	13,171	978	98,422	9,510		
E. I. Railway ..	153	145	..	..	22	..	50	..	217	1,52,643	26,102		
G. I. P. Railway ..	118	260	2,20,147	..	157	67,657	..	..	417	2,87,804	No record.		
Burma Railways ..	29	52	..	27	320	..	..	..	399	52,741	3,845		
B. N. Railway ..	74	97	69,575	4	24	15,234	..	..	125	84,809	11,327		
B., B. & C. I. Railway ..	72	164	1,06,597	..	129	45,478	..	17,690	293	1,69,765	976		
M. & S. M. Railway ..	55	..	..	..	..	..	..	..	331	56,000	24,000		
S. I. Railway ..	37	34	24,052	..	17	5,723	1,013	24,358	1,064	54,133	No record.		
A. B. Railway ..	18	Details not available										No record.	
B. & N. W. Railway ..	27	34	11,989	16	3,138		27	492	223	10,398	3,826		
R. & K. Railway ..	6	..	Details not available										No record.
							Total	..	7,949	13,22,940			

## CHAPTER VIII.

### WORKMEN'S COMPENSATION.

#### (51) WORKMEN'S COMPENSATION ACT.

##### (i) Extent of use.

A statement showing the compensation paid on the various railways under the Act since its introduction and the compensation paid otherwise than under the Act during the last five years is given in the attached table. It will be seen that the total number of accidents reported by the principal railways under the Workmen's Compensation Act since its introduction is 7,949, but a large number of these, specially on the North Western Railway, were of a trivial character. The total amount of compensation paid under the Act since its introduction is over Rs. 13 lakhs, the average per year being nearly Rs. 3 lakhs.

##### (ii) Comparison with extent of possible claims.

When the Act was first introduced, it took some time for its provisions to be generally known, and during the first two or three years, the claims paid under the Act showed a rapid increase, although this does not necessarily mean that the total sums paid by Railways in compensation for accidents sustained on duty increased, as the rules which were in existence prior to the passing of the Act, still remained in force. Although it cannot even now be said that all lower grade employees on the railways are familiar with the provisions of the Act, this will doubtless soon be the case, though it is doubtful if the amount of compensation which is at present paid under the Act, will be enhanced to any great extent thereby. Most of the railways make arrangements to investigate possible claims and pay the stipulated dues without waiting for a demand from the injured employee, or his dependents in the event of his death. The provisions of the Act are interpreted in the most generous way possible. It has been alleged that in some cases claims under the Act have not been entertained when the accident occurred within the territory of an Indian State where the Act does not apply. It is extremely doubtful if any concrete case can be quoted where a railway attempted to avoid its liabilities in this way, while many cases have occurred in which railways have paid claims under these circumstances. Administrations have lately been advised of the definite policy of the Railway Board that such cases should be considered as coming within the purview of the Act.

The *M. & S. M. Railway* states that the expenditure incurred by the payment of compensation to employees outside the provisions of the Act during the last five years came to about Rs. 24,000 in all, "Workshops and Printing Press" sharing Rs. 17,000 and the "Other, including Running Staff, etc.," Rs. 7,000.

##### (iii) Effect on industry.

The amount of compensation paid constitutes a very small fraction of the total working expenses of the railways, while under existing rules compensation which would have been paid had there been no Act, would have been approximately the same. In these circumstances the financial effects of the Act on railways has been negligible; nor has it improved the general conditions of service on railways to any appreciable extent except that it has introduced some measure of uniformity in the basis on which compensation is paid.

##### (iv) Availability and use of insurance facilities and value from workers point of view.

The social and economic conditions of the bulk of railway employees is not sufficiently advanced for them to take advantage of such insurance facilities as exist. As far as compensation for accidents and occupational diseases is concerned, the present Act would appear to provide the necessary safeguards in principle.

##### (v) Desirability of compulsory insurance by employers.

From the point of view of Railway administrations who employ a considerable labour force, insurance does not appear to be a financial proposition, it being cheaper to pay the claims as they arise rather than pay the premiums for the insurance of all the employees. There is never any likelihood of the Railways being unable to meet their obligations under the Act from the railway employees' point of view; it is, therefore, immaterial whether the railway administration itself meets the claims or whether it insures against these contingencies with a third party.

**(52) DESIRABILITY OF EXTENDING ACT TO OTHER OCCUPATIONS.**

**Possibility of providing against insolvency of employers who might be so covered.**

The question of extending the scope of the Act was recently referred to Railway Administrations, and in the answers received, the general opinion was expressed that there is hardly any necessity to extend the scope of the Act so far as Railways are concerned, as the majority of railway employees already come within its provisions, with the exception of purely office staff and those employed in any place coming under the definition of a factory whose pay exceeds Rs. 300 per mensem.

On the whole it is not considered that objections would be raised by Administrations to slight extensions of the Act as indicated above, the financial effects of which would be small in consideration of compensation which is already paid where the Act does not at present apply.

The possibility or expediency of providing against the insolvency of employers is not a matter of importance as far as Railways are concerned, as they are well able to meet their liabilities under the Act.

**(53) SUITABILITY OF PROVISIONS RELATING TO—****(i) Scales of compensation.**

The following is the present scale for the grant of compensation to adult workmen :—

- (a) In the event of death—at the rate of 30 times the monthly wages, subject to a maximum limit of Rs. 2,500.
- (b) In the event of permanent total disablement—at the rate of 42 times the monthly wages, subject to a maximum of Rs. 3,500.
- (c) In the event of permanent partial disablement—at a percentage of the compensation payable under (b), with reference to the reduction in earning power caused by the injury.
- (d) In the event of temporary disablement after a waiting period of 10 days—at a monthly rate amounting to one-half the wages, subject to a maximum of Rs. 30 per mensem.

The Act applies to all railway servants except (a) persons permanently employed in any administrative district or sub-divisional office of the railway, or (b) persons employed otherwise than by way of manual labour and on monthly wages exceeding Rs. 300 in factories or mines or in certain specified occupations not peculiar to railway working, *e.g.*, buildings, bridges, etc.

In considering the question of the suitability of the present scale of compensation, it must be remembered that the Act only lays down the minimum which is legally payable. The Railway Department, however, provides for compensation on a more liberal scale in the cases specified below :—

- (a) In accidents caused by the working of trains or railway engines, the Agent of a railway has power to grant, compensation at the rate of 24 months' emoluments in case of death or permanent disablement and 12 months' emoluments in case of partial disablement, subject in either case to a maximum of Rs. 6,000. The Railway Department of the Government of India enjoys unlimited powers in this matter and special cases are dealt with on their merits, compensation being granted on a liberal scale.
- (b) When an employee is injured on duty, he may be given hospital leave on full pay for a period of 12 months, or if necessary, longer, instead of the limited concessions admissible under the Act for temporary disablement.
- (c) Finally a compensation at a flat rate of Rs. 1,000 or an extraordinary pension of Rs. 25 a month, may be awarded to an injured employee or to the family of an employee killed in the performance of duty irrespective of his pay. This is more liberal in the case of lower-paid employees than the scale provided by the Act.

The question as to whether the scales of compensation under the Act should be enhanced, either for the lower-paid workmen or generally, was recently referred to Railway administrations and the replies received are summarized below :—

*The N. W. Railway* does not consider that the revision of scales is necessary for employees in respect of temporary disablement, but that the scales in respect of death or permanent incapacity for work whether total or partial resulting from injuries as at present laid down in the Act might be enhanced not only for lower-paid workmen but generally.

*The E. B. Railway* would not oppose enhanced scales but considers that factors such as age and length of service, etc., should not be lost sight of in fixing the amounts to be paid. As regards lower-paid staff this administration considers that the minimum might be raised for all workmen except minors.

*The E. I. Railway* is prepared to acquiesce in compensation based on two-thirds of a workman's annual earnings in the case of total incapacity, the payment to be a lump sum one. In other respects, it is considered that the existing scales are adequate. As an alternative to the above, it is suggested that the maximum should be increased to such a figure as would enable higher-paid staff to recover the full amount of compensation in accordance with the period stipulated for computation.

*The B. E. & C. I. Railway* is of opinion that the present scales should remain, but that the minimum for lower-paid workmen in the table of assumed wages (Schedule IV to the Act) should be raised by fixing the 1st stage at Rs. 15.

*The M. and S. M. Railway* considers that any enhancement should only refer to cases of temporary disablement to the lower classes of staff, and that the maximum should be fixed at Rs. 20 instead of Rs. 15.

*The S. I. Railway* considers it would be difficult to frame a scale for universal application; but supports the view that the scale might be enhanced for lower-paid workmen.

*The G. I. P., B. N., A. B., B. N. W., and R. K. Railways* do not consider any enhancement necessary.

## (ii) Conditions governing grant of compensation.

The conditions other than those referred to in other parts of this chapter do not at present appear to call for any amendment.

## (iii) Industrial diseases.

It does not appear that occupational diseases are incidental to any railway operations either in workshops or elsewhere. It has been suggested in some quarters, however, that there are stations which are situated in localities which are so notoriously unhealthy that certain complaints prevalent in these areas, should be brought within the scope of the Act. It is considered that the acceptance of such a contention would be not only erroneous in principle, but would create a most dangerous precedent. Although it is admitted that certain areas through which railways run are less healthy than others, there are few, if any, such areas which do not support an indigenous population. Ample arrangements exist for limiting the time at which employees are stationed in these areas, while special allowances are granted during these periods.

## (iv) Machinery of administration.

The present machinery appears adequate and no amendments are suggested or seem necessary.

## (v) Other matters.

At the same time that the views of railway administrations were called for on certain aspects of the Workmen's Compensation Act, which have been referred to above, a number of other points were raised in the same connection. These questions and the replies thereto are briefly summarised below :—

*Question—To what extent, if any, should recurring payments be substituted for the lump-sums at present payable under the Act?*

Most Railways stress the administrative difficulties of making recurring payments; particularly if payments have to be continued to dependents after the death of the payee.



The B. B. and C. I. Railway fears that the stoppage of payments after the death of the payee would engender a suspicion that an attempt was being made to deprive the workman of the full benefit of compensation. Several railways point out that as payments are actually made by the Commissioner from sums deposited by the employers, the procedure with regard to payment is one which chiefly concerns that authority. Besides ease in payment, and advantage claimed for lumpsum payments is that, as the incapacitated workman will usually look to agriculture or trade for a living the payment if a lumpsum enables him to purchase land or to set up in business.

*Question—Should the waiting period be reduced either generally or in the case of those workmen who are disabled for more than ten days and if so, to what extent ?*

On all railways, except apparently the Burma Railways, Agents exercise their powers to grant full pay to an injured workman during the ten-day waiting period. The A. B. Railway is also an exception when the injury has arisen from the Workmen's own carelessness. A reduction in the waiting period will not, therefore, be of general benefit to Railway employees.

*Question—Should the list of relatives entitled to claim compensation be enlarged ?*

The general opinion is that the list is sufficiently comprehensive. Provided that the total amount of compensation is not variable, the Commissioners under the Act are the parties most affected by any enlargement of the list of relatives.

The E. B. Railway suggests that so as not to exclude any actually dependent relative, the following addition to Section 2 (1) (d) of the Act might be made :— "and in the absence of any of the relatives mentioned above, such relatives as can produce proof of dependency on the deceased."

*Question—Should proof of dependence be required in order to enable a relative to claim compensation ?*

On this point Railways are unanimous. Proof of dependence as well as relationship should be required.

*Question—Should the compensation payable vary with the number of dependents and with the extent of their dependence on the deceased workmen ?*

On this point also, there is complete unanimity. The amount of total compensation should not vary with the number of dependents or the extent of dependence.

*Question—Should section 12 of the Act be amended :—*

- (a) so as to place the ultimate liability for compensation on the person directly employing the workmen in every case, or
- (b) so as to place the ultimate liability for compensation on the principal, or
- (c) in any other manner ?

All Railways, with the exception of one, hold the view that Section 12 of the Act should be amended so as to place the ultimate liability for compensation on the person directly employing the workmen. It is pointed out that the party who directly employs the workmen is in the best position to exercise control over them, and also to take the measures necessary for their protection, and should therefore, be made ultimately liable for the compensation due ; but since in many cases sub-contractors may be men of small means and uncertain standing, the workmen of a sub-contractor should have some claim on the contractor for compensation due. A contractor should, however, be indemnified by his sub-contractors.

The S. I. Railway would provide for indemnification by the principal where it could be proved that the principal was at fault.

*Question—Should any penalty be provided in the Act for failure to comply with the provisions of Section 16 ?*

The necessity for penalties for failure to submit returns does not arise in the case of Railways. From the Railway point of view there is no objection to the provision of penalties to cover less well organised concerns.

*Question.—Should employers be required to submit returns of accidents in respect of which compensation has not been paid, and if so, to what accidents should this provision apply ?*

Generally Railways are opposed to any increase in the number of returns required, but none put forward any serious objection to reporting cases of injury for which no compensation has been paid if the information will be of any practical use. Suggestions made are that these returns should be numerical only ; that they should refer to fatal accidents only ; or that they should not refer to injuries which have not come within the cognisance of the employer.

*Question.—Should a dependent claiming compensation be relieved of the necessity of approaching the employer for the settlement of his claim ?*

From the Railway point of view there is no objection to a dependent being relieved of the necessity of approaching the employer. The B. N. Railway points out that Rules 7 and 8 of the Workmen's Compensation Rules, 1924, require the Commissioner to publish a list of deposits, and receive applications from dependent claimants.

*Question.—What steps, if any, should be taken to ensure that dependents who may have valid claims for compensation do not lose compensation through ignorance of their rights ?*

So far as Railways are concerned, there would appear to be no necessity for any special steps in this direction. There would be no objection to provision being made for an employer to give notice to the Commissioner within a prescribed period, of all accidents to his workmen which terminated fatally, but in such provision the term " employer " should cover " contractor " and " Sub-contractor " and not only the " principal ". Alternatively as all fatal accidents are reported to Magistrates or Sub-Divisional Officers, it is suggested that these officials should move the Commissioner on behalf of ignorant and illiterate dependents.

*Question.—Should employers be required to maintain a register of relatives of their workmen ?*

It would be feasible to record names and addresses of a few dependents at the time of first appointment, the father's name and address is commonly noted, and in the records of one Railway the next-of-kin ; but Railways could not undertake the responsibility of maintaining a register of all dependents or of keeping any register of this kind up to date. The number of accidents does not justify the maintenance of any such special register. There is usually no difficulty in ascertaining the addresses of relatives from fellow workmen of the deceased, and this information is at the disposal of the Commissioners, if required.

*Question.—Should Commissioners be empowered to call on employers depositing inadequate compensation for fatal accidents to make further deposits ?*

It is unlikely that a Railway would deposit less than is due under the Act, but there is no objection to Commissioners being empowered as suggested—provision being made for appeal when the demand is debatable.

*Question.—Should provision be made for the suspension of distribution by the Commissioner pending the disposal of an appeal against his decision ?*

Railways are agreed that this seems desirable. One suggests that a time limit should be laid down.

#### **(54) DESIRABILITY OF LEGISLATION ON LINES OF EMPLOYERS LIABILITY ACT, 1880.**

As far as Railways are concerned the present legislation appears to meet the legitimate claims of the employees and the requirements of the industry.

## CHAPTER IX.

## HOURS.

## A.—FACTORIES

## (55) HOURS WORKED PER WEEK AND PER DAY.

## (i) Normal, i.e., as determined by custom or agreement.

**WORKSHOP EMPLOYEES.**—The Indian Factories Act, which was amended in 1922 to give effect to the conventions, limits the hours of work in factories to 11 in any one day and 60 in any one week. It also concedes to the staff employed in factories a weekly holiday which shall be either Sunday or a whole day on one of the three days immediately preceding or succeeding Sunday. Persons holding positions of supervision or management are, however, excepted from the provisions of the Act.

The Factory Act applies to all railway workshops such as locomotive, carriage and wagon, signal, bridge and electrical shops, as well as to printing presses, clothing factories and gas factories. It also applies to certain shed shops where on any one day in the year not less than 20 persons are simultaneously employed and steam, water or other mechanical or electrical power is used in aid of any manufacturing process. All factories are inspected by inspectors appointed by the local Governments to ensure that the provisions of the Act are duly observed.

It will be noticed that 60 hours a week and 11 hours a day are prescribed as maxima limits. The actual hours of work in the railway workshops are appreciably less, being generally based on a 48-hour week. The majority of railway workshops work for 8½ hours from Monday to Friday and 5½ hours on Saturday, making up a total of 48 hours. The arrangements, however, vary on certain railways: thus in the Jamalpur shops of the *E. I. Railway* the workmen are employed for 8 hours from Monday to Friday and 5 hours on Saturday, which means a 45-hour week; in the Lilloah shops the hours of work are 7½ hours from Monday to Friday and 5 hours on Saturday or only 42½ hours in the week; on the *E. B. Railway* the daily hours of work are 8, except on Saturday when the shops work for 6 hours, the total weekly work being 46 hours; on the *M. & S. M. Railway* the weekly hours are 47½ or 48, while the *S. I. Railway* works to a 47-hour week.

The only instance reported of a factory working for full 60 hours a week is that of the *E. I. Railway Press*. The hours of work there are from 7 A. M. to 7 P. M. from Monday to Friday with two intervals of half-an-hour each from 7 A. M. to 12-30 P. M. on Saturday with an interval of half-an-hour. The railway administration reports that it is not feasible to reduce these hours otherwise than by installing modern labour-saving plant or by employing a large number of additional hands, which will be neither economical nor desirable for many reasons.

## (ii) Actual, i.e., including overtime.

Overtime is limited under the Factories Act to a maximum of 12 hours per week in addition to the normal limit of 60 hours prescribed in actual practice. Overtime is avoided as far as possible. Thus on the *M. & S. M. Railway* it is only 3%; on the *Burma Railways* it is 8% in the Carriage and Wagon Shops, and 6·4% in the Locomotive shops, while on the *G. I. P. Railway* it is 5·6% in the locomotive shops at Parel, 10·7% in the Carriage and Wagon Shops at Matunga, 6·2% in the Locomotive Shops at Matunga; only 2·7% in the Carriage and Wagon shops at Jhansi, and 53% in Locomotive Shops at Jhansi. On the *B. B. & C. I. Railway* there is practically no overtime.

Overtime is paid for at the ordinary rates of pay if the total work does not exceed 60 hours a week. The occasions when work exceeds that limit are extremely rare. But when this happens, overtime is required to be paid under the Factory Act at the rate of one and a quarter time the normal rate of pay.

## (iii) Spreadover, i. e., relation between hours worked and hours during which worker is on call.

The work in the workshops is practically all of a continuous nature and the hours of duty and hours of work may, therefore, be said to be synonymous. The only exceptions are Watch and Ward Staff and Fire Brigade Staff, whose work is not of an arduous nature.

## (56) DAYS WORKED PER WEEK.

Under the Indian Factories Act, workers are given a weekly holiday which shall be either Sunday or a whole day on one of the three days immediately preceding or succeeding

Sunday. The days worked per week are accordingly six. It will be seen from item (55), that on Saturday the hours worked are shorter than on other week days.

### **(57) EFFECT OF 60 HOURS RESTRICTION.**

(i) On workers.

(ii) on industry.

The effect of the 60-hour restriction has not been great as far as workshop staff are concerned as they have been working normally within this limit for many years. The effect on overtime may have been a little more marked as after the 60-hour limit, overtime is payable at the rate of  $1\frac{1}{4}$  times the normal rate of pay while within the 60-hours limit overtime, when worked in excess of the customary hours of work, is paid at the ordinary rates of pay. As already stated under item (55) overtime is avoided as far as possible and the occasions when work exceeds the 60-hour limit are extremely rare.

### **(58) EFFECT OF DAILY LIMIT.**

The maximum daily limit under the Indian Factories Act is 11 hours a day. This limit has seldom been reached in the past and the restrictions imposed by the Act have therefore had little effect.

### **(59) POSSIBILITY OF REDUCTION IN MAXIMA.**

As already stated in item (55), the actual hours of work in the railway workshops are appreciably less than the maxima prescribed under the Indian Factories Act. In fact, with the exception of the E. I. Railway Printing Press, the actual hours of work are within the 48 hours per week, hence any reasonable reduction from the 60 hour to a 48-hour limit would not affect railway workshops adversely.

### **(60) INTERVALS.**

(i) Existing practice -

(a) In relation to fatigue.

This may either refer to the rest period between shifts or to the intervals allowed during the hours of work. The rest period is normally  $14\frac{1}{2}$  to 15 hours in workshops, seeing that the daily hours of work are 8 or  $8\frac{1}{2}$  and a recess of 1 hour is allowed during working hours for meals. On Saturdays, work stops at or about noon and does not commence again till 7 or 8 on Monday morning.

If this item refers to the intervals allowed during the working hours, it may be noted that the restrictions imposed by Section 21 of the Factories Act are complied with, although the intervals which are provided are normally for meals. *The E. B. Railway*, however, reports that in practice workshop staff work for an hour or so and then have a few minutes rest according to the nature of the work or individuality of the worker, and this is the general practice in most workshops. No regulations have been found necessary under this head other than those prescribed in the Factories Act, and generally speaking work is not yet of such an intensive nature as to require more elaborate regulations in reference to fatigue. With the extension of piece work methods and the efficiency of the individual worker, such regulations may, in the future, become necessary. This subject is also touched upon at the end of item (114).

(b) In relation to workers' meal times.

The Indian Factories Act prescribes an interval of not less than an hour after 6 hours work. Accordingly an interval of one hour—and on some railways in the hot weather of 2 hours—is allowed which generally occurs after 5 hours' work except on Saturday when no interval is considered necessary.

(ii) Suitability of the law.

So far as railways are concerned the one hour intervals, stipulated in the Factories Act, are suitable and serve a useful purpose both in relation to meals and to fatigue.

(iii) Suitability of hours during which factory is working.

The hours of work may be considered to be suitable except that in individual cases the effect of the workshops starting work early in the morning may operate as a hardship for those workmen who live far from the shops. Complaints are rare, however, as an exceptionally early start is generally instituted to allow of longer interval during the heat of the day, while the total daily hours are not excessive.

**(iv) Number of holidays given.**

Workshop employees are allowed about 15 holidays with pay and a number of holidays without pay according to local custom. These holidays are in addition to the weekly rest day and are given on the occasion of religious feasts according to a set programme. On the *E. B. Railway* the number of holidays with pay is 20. Full details of holidays given and leave to which employees are entitled is given in item (110).

**(61) DAY OF REST.****(i) Existing practice.****(ii) Suitability of the law.**

The practice is to close the workshops on Sundays. The Factories Act stipulates that the staff shall have a weekly rest day which shall be either Sunday or one of the 3 days immediately preceding or succeeding Sunday. The law is suitable.

On the *B. B. & C. I. Railway* in all cases staff employed in the various workshops of that Railway have a weekly rest day on Sundays. This also applies to the daily paid staff employed in running sheds on the Metre Gauge section of the Railway. On the Broad Gauge the running shed daily paid staff were not given a rest day but as some of the engine sheds have been brought within the Factory Act, which makes a rest day per week compulsory, the question is under negotiation with the staff concerned. [See also under Item No. (74).]

**(62) EXEMPTING PROVISIONS AND THE USE MADE OF THEM.**

Chapter V of the Indian Factories Act deals with a number of exceptions which may be made to the general provisions of the Act in the case of preparatory and complementary work, work which is essentially intermittent and work which necessitates continuous production for technical reasons. Use is made of these provisions to a very limited extent and permission is obtained from Local Governments for exceptions to be applied in the case of individual workers. Practically no exceptions are asked for with regard to work which might be called preparatory or complementary, nor is it necessary to make exceptions in the case of work which is essentially intermittent, because although there is a certain amount of such work, it is generally carried out within the ordinary hours of work which fall within the main provisions of the Act. Most use is made of the exceptions allowed in the case of continuous production for technical reasons, which, as far as workshops are concerned applies to the generation and maintenance of power. With regard to these, exceptions are limited to clause which provides for a weekly rest day. Even when all the exceptions are taken into consideration, the percentage of the men affected is negligible.

**B.—MINES.****(63) HOURS WORKED PER DAY AND PER WEEK.****(i) Normal, i.e., as determined by custom or agreement.**

The Indian Mines Act which was passed in 1923 to amend the existing law and to give effect to the Washington and Geneva Conventions, limits the hours of work for men working above ground in mines to 60 hours a week and for those working below ground to 54 hours a week. The Act prescribed no daily limit until last year, when an amendment which will come into force in April 1930 was passed, prohibiting the employment of any person in mines for more than 12 hours in any consecutive period of 24 hours. The hours of work in the railway collieries are regulated in accordance with the provisions of the above Act.

**(ii) Actual, i.e., including overtime.**

Speaking generally it may be said that the actual hours worked in railway collieries are considerably below the limits required by the Act. In the collieries administered by the *E. I. Railway* underground labour works for 40 hours per week and not more than 9 hours on any day, while men working above ground work for a maximum of 45 to 48 hours per week. In the collieries administered by the Chief Mining Engineer the maximum hours of work are 5½ daily and 51 weekly.

**(iii) Spreadover, i.e., relation between hours worked and hours during which worker is on call.**

The work in the collieries is practically all of a continuous nature, and the hours of duty and hours of work may, therefore, be said to be synonymous.

**(64) DAYS WORKED PER WEEK.**

The Indian Mines Act provides for a holiday of one day a week, but does not specify any particular day for this purpose. In actual practice miners generally work for not more than five days in the week and the average throughout the coal fields being nearer four and a half days. Thus they practically enjoy two holidays in a week one of which is known as the Bazar Day and the other the day following.

**(65) EFFECT OF RESTRICTION OF HOURS.**

- (i) On workers,
- (ii) on industry.

It is improbable that recent legislation has had much effect on the workers or the industry so far as railway collieries are concerned in view of the fact that their hours of work were not excessive prior to such legislation.

**(66) POSSIBILITY OF REDUCING MAXIMA.**

As stated above, the actual hours of work in the railway collieries are appreciably less than the maximum prescribed under the Indian Mines Act.

**(67) SUITABILITY OF THE LAW RELATING TO SHIFTS.**

The provisions of the Mines Act would appear to cover the present requirements with regard to labour in collieries.

**(68) POSSIBILITY OF INTRODUCING AN EFFECTIVE DAILY LIMITATION.**

As already stated, the Indian Mines Act has been recently amended, restricting the daily hours of work to 12 in any consecutive period of 24 hours. This amendment will come into force in April 1930. So far as railway collieries are concerned, the daily hours of work are, as already pointed out, very appreciably less.

**(69) INTERVALS.**

- (i) In relation to fatigue,
- (ii) In relation to workers' meal times.

Day workers in the collieries administered by the *E. I. Railway* have an interval of two hours from 12 A. M. to 2 P. M. in the middle of their day's work, while shift workers have an interval of half-an-hour during their shift. For further remarks on this subject see item (60).

**(iii) Number of holidays given.**

As already stated under item (64), workmen in collieries generally work for 4½ days in the week, and practically enjoy 2 holidays in a week one of which is known as the Bazar Day and the other, the day following.

**(70) DAY OF REST.**

Please see item (64).

**(71) ADEQUACY OF EXISTING PROVISIONS.**

The existing provisions appear adequate.

**(72) EXEMPTING PROVISIONS AND USE MADE OF THEM.**

The only exemptions which are sought for are in connection with the supply or maintenance of power and these are rare.

**C. - RAILWAYS.****(73) HOURS WORKED PER WEEK AND PER DAY.**

- (i) Normal, i.e., as determined by custom or agreement.

**RECENT DEVELOPMENTS.**—In order to appreciate the present position with regard to the hours of work on railways (outside their workshops) a few remarks must be made to indicate recent developments. Under the hours of work Convention adopted by the International Labour Conference at Washington in 1919, 60-hour week was prescribed for "all workers in British India employed in factories, in mines and any such branches of

railway work as may be specified for this purpose by the competent authority". As already stated in sections A and B, the provisions of this Convention have been fully applied to workshops and collieries.

The application of the Conventions to other branches of railway activity is a problem beset with many difficulties and has been the subject of prolonged investigation. As far back as 1921, orders were issued by the Railway Board that the 60-hour week should be adopted for station staff not employed in connection with the working of trains. Later in 1925, the Board enlisted the assistance of the Indian Railway Conference Association, who drew up a set of rules in 1927, which received the general approval of the Railway Board as well as of the boards of directors of companies' lines. Subsequently, however, it was found on closer examination, that these rules, while they aimed at applying the spirit of the measures adopted at Washington and Geneva, did not adequately fulfil the statutory obligations imposed upon government by the ratification of the Conventions. The whole question had, therefore, to be exhaustively reviewed and a bill amending the Indian Railways Act embodying the main provisions of the Conventions and empowering the Governor General in Council to make further Rules regarding the hours of employment of railway servants has, after reference to a Select Committee, been lately passed by the Legislature. This Act and the Rules which it is proposed shall be issued thereunder have been framed on the following principles:—

(a) *SCOPE OF THE REGULATIONS*.—The conventions leave it to competent authority to specify the branches of railway work to which they would apply. Though it is possible to interpret the provisions of the Conventions so as to exclude categories such as commercial, stores, medical and office staff, the Government of India intend, on humanitarian grounds, to apply them to the whole of the railway staff, excluding only those chowkidars, watermen, sweepers and gatekeepers where work is of a very light character.

Running staff have been excluded, pending further investigation, as the members of this staff are paid on an overtime and mileage basis and any restriction of their working hours will curtail their emoluments. It is necessary, therefore, to examine the method of applying the conventions to them with special care, and this is now being done.

The majority of chowkidars, watermen, gatekeepers and sweepers are excluded, as their work is of an extremely light character and their longer hours of duty constitute no hardship.

(b) *MAIN PROVISIONS*.—Subject to the exceptions permitted by the conventions, it is intended that railway servants shall not be required to work for more than an average of 60 hours a week and shall enjoy a weekly rest of at least 24 consecutive hours.

NOTE.—It will be noticed that the Geneva Convention enjoins a rest of 24 consecutive hours and not necessarily of a complete calendar day. It should be possible therefore to concede weekly rest without the employment of extra staff in a great many cases by re-arranging the hours of work and adopting a suitable method of rostering.

(c) *EXCEPTIONS*.—The exceptions made will be—

- (i) To both conventions—supervising and confidential staff and staff whose work is essentially intermittent, for whom, however, a maximum limit of 84 hours a week is provided.
- (ii) To the weekly rest convention—Temporary labour and gang staff as these work in isolated positions and cannot make advantageous use of a weekly rest. It is, however, intended that they shall enjoy, in any calendar month, at least one period of rest of 48 consecutive hours or two periods of rest of not less than 24 consecutive hours each.

Further the Agent will be authorized to make temporary exceptions from either or both conventions on emergent occasions of accident, etc., or to cope with exceptional pressure of work, provided that—

- (a) no man shall be required to work for a continuous period of 21 days without a rest of at least 24 consecutive hours, and
- (b) when a man is required, in consequence of exceptional pressure of work, to be on duty in excess of 60 or 84 hours a week, as the case may be, overtime shall be paid for at the rate of one and-a-quarter times the regular rate.

The question of giving effect to these regulations is now being actively pursued. Officers have been placed on special duty by all the larger Administrations and by the Railway Board in order that the work may be expedited. Some railways have already

made considerable progress. *The N. W. Railway* estimate that 1,700 additional staff will be required and many of these have been recruited while the re-rostering of the present staff is well in hand. *The E. I. and E. B. Railways* estimate that they will require 1,628 and 326 additional staff respectively, while on other railways preliminary drafts of similar estimates are being reviewed. The actual introduction of the Regulations will take some time as it entails the recruitment and training of the additional staff and the construction of additional quarters. It is anticipated, however, that the Regulations will be in force on all Class I Railways by the end of the year 1931-32 and considerably earlier on the N. W. and some other Railways.

**PRESENT POSITION.**—Much has already been done on certain railways to regulate the hours of work of their employees with reference to the conventions and the rules framed by the Indian Railway Conference Association in 1925. The present position in the various branches may be summed up as under—

**ENGINEERING DEPARTMENT.**—(a) Labour employed on the maintenance of permanent-way, which consists of gangmen, keymen and mates, is generally employed for 8 to 9 hours a day, and 48 to 58 hours a week. The gang staff generally work during day light, except during accidents and other emergencies, when they are liable to be called upon to work at night. In the latter case the staff are allowed overtime or compensatory rest.

(b) Gatekeepers at important gates generally work in 12-hour or, at specially important gates, 8-hour shifts. Where, however, single gates are provided and work is extremely light as on many branch lines only one gateman is provided.

**RUNNING STAFF.**—A large percentage of the running staff work within the 60-hour limit in normal times. On the *N. W. Railway* it is estimated that less than 25% are required to work over 60 hours. On the *E. I. Railway* the hours vary from 9 to 12 hours a day. On the *G. I. P. Railway* drivers and firemen running with mail and passenger trains work for 60 to 70 hours a week, while those running with goods trains and on branch lines work for 60 to 77 and 60 to 80 hours respectively. Guards in charge of mail and passenger trains work for 49 to 63 hours a week and those running with goods trains and on branch lines for 49 to 77 and 50 to 77 hours, respectively. On the *B. N. W. Railway* the working hours sometimes amount to 12 a day, but are usually less.

Although it is proposed for the reasons set out above to exclude running staff from the scope of the conventions, pending further investigation, the railway administrations have been asked to arrange their links of duty so that their hours of work shall not be unduly prolonged.

On the *S. I. Railway* the period of work per week of this class generally falls short of 60 working hours and the period of continuous rest in a week amounts to not less than 24 hours. In a few cases, however, there is no continuous rest of 24 hours, although the broken periods of rest enjoyed by this staff usually exceed the limit of 24 hours during the week. The Rest Rules have been revised recently and are given in Appendix "X".

It should be noted that owing to the conditions under which the running staff are paid overtime and mileage allowances, the application of the two Conventions to this class would result in reducing their emoluments. It has therefore been decided that for the present the Conventions should not be applied to them.

**STATION STAFF.**—(a) The conditions of work at important stations are materially different from those obtaining at roadside stations. At the former work is continuous and is generally performed by means of three 8-hours shifts. The work performed by a few classes of Railway servants, e.g., box porters and waiting-room bearers is, however, frequently of an intermittent character and performed in 12-hour shifts. It is estimated that the hours of work of 70 to 80% of railway servants at important stations already conform to the principles of the new Regulations. At smaller stations work is, as a rule, intermittent and the hours of duty are generally 9 to 12, although, the effective work performed is, as a rule less. The shifts are changed periodically to prevent continuous night work, but isolated instances have come to notice of employees required to work throughout at night. It is intended to set this right by making suitable adjustments.

On certain railways the hours of effective work exceed 60 hours a week. Thus on the *G. I. P. Railway* the staff of the goods sheds generally works for 10 hours a day, except on Sundays when the hours of work are 5, while the menial staff, both coaching and goods work for 12 hours a day or 84 hours in a week. Similarly on the *B. N. W. Railway* and *R. K. Railway* the hours of work are generally 12, but traffic is comparatively light on those railways and the work of the majority of the employees may be said to be of an intermittent character.



On the *B. B. & C. I. Railway* Station and Yard staff at all the larger stations and yards where the work is more or less of a continuous nature an eight hour day or 56 hours week has been in force for some considerable time. The question of a weekly rest day is at present under consideration and it is anticipated that the change will be simple to effect by a change in the hours of duty. The Conventions are not complied with at the smaller stations where the hours of duty are generally twelve a day, but the work is of an intermittent nature and the hours of effective work are considerably less. The question of a weekly rest day for this staff is also under consideration.

In the Traffic Department usually staff whose work is arduous and continuous are given 8 hours duty. Those whose work is intermittent are on 9 to 12 hours duty.

On the *S. I. Railway* the station employees whose work is intermittent work for 12 hours a day, while those whose work is continuous work in shifts of 8 to 12 hours. The question of reducing the hours of work in the latter case is under consideration. Work is regarded as continuous at those stations where the number of daily trains stopping is more than eight. In the case of the commercial staff, however, who are required to make up books after the trains have passed, the limit for the purpose is six trains.

**SHED AND CARRIAGE AND WAGON STAFF.**—As at stations, the arrangements vary according to the importance of the shed. At large sheds the principal classes of work are performed in three shifts of 8 hours each while at small sheds work is intermittent and the hours of duty are 12 a day or 84 a week. The number of continuous and intermittent workers who perform more than 60 and 48 hours in the week respectively is very small. The hours of work of the mechanical staff employed in the sheds are generally restricted to 8 a day.

On the *B. B. & C. I. Railway* the work of the Carriage and Wagon (outstation staff) is essentially intermittent and as such they are not eligible for the weekly rest day. Time for meals and rest is arranged to suit the work.

### (73) HOURS WORKED PER WEEK AND PER DAY—(continued).

#### (ii) Actual, i.e., including overtime.

As far as possible overtime is avoided. It must be recognised, however, that railway work is of a somewhat special character and that the staff have to work overtime, in the case of accidents, actual or threatened, of urgent work to be done to machinery or plant or in the case of exceptional pressure of work. The present position is briefly as under :—

*Engineering Department.*—Gangmen are required to work overtime only during accidents or emergencies. On such occasions they are either given compensatory rest or an allowance which is generally at the rate of half-a-day's pay if the overtime worked is four hours or less, and a whole day's pay if more.

*Locomotive sheds.*—Overtime is seldom worked and when it is necessary it is paid for at the ordinary rates, i.e., for each hour, pay is allowed at the rate of 1/8th of a day's pay.

*Running staff.*—Running staff work overtime to a considerable extent. It is paid for in the shape of increased mileage allowance in the case of guards and in the form of an overtime allowance in the case of locomotive running staff.

*Other operating staff.*—Overtime is sometimes worked owing to the failure of reliefs, etc. No payment for such overtime is made at present.

#### (iii) Spreadover, i.e., relation between hours worked and hours during which worker is on call.

The work of the following categories of the staff may be said to be continuous :—

- (a) Staff employed on the maintenance of permanent-way.
- (b) Gatekeepers at important gates.
- (c) Running Staff.
- (d) Station staff at large stations.
- (e) Shed staff at important sheds.
- (f) Carriage and wagon staff at important train examining stations.

In the case of such workers the hours of work and the hours of duty may be said to be practically synonymous.

The work of the following may be said to be essentially intermittent, i.e., such staff are employed on work which involves long periods of inaction during which however, the worker is required to be present.

- (a) Gatekeepers at smaller stations and on branch lines, whose work is of an extremely light nature.
- (b) Station staff at roadside stations.
- (c) Shed staff at small sheds.
- (d) Carriage and wagon staff at small train examining stations.

The hours of duty of such employees with the exception of gatekeepers are generally 12 a day and sometimes less but the actual hours of work may be said to vary from 5 to 9.

With regard to the time a worker is not on duty but is liable to be called to duty, it may be stated that a considerable proportion of the railway staff is liable to be called out for duty during emergencies. Apart from emergencies also certain classes of staff such as running staff, are liable to be called after a certain period of rest which is generally 8 hours at an out station and 12 hours at the home station, though it is less on certain railways, e.g., the *Burma Railways* where it is 6 hours at an out station and 8 hours at home stations. The actual extent of spreadover varies with traffic and if the running staff are called to work before completing the normal rest, an under-rest allowance is generally allowed.

#### (74) DAYS WORKED PER WEEK.

The Weekly rest Convention adopted at Geneva in 1921 prescribes a weekly rest of not less than 24 consecutive hours for all workers in British India employed in factories and in such branches of railway work as may be specified for this purpose by the competent authority. As we have already seen in sections A and B, the provisions of this Convention have already been made applicable by statute to workshop employees and colliery staff. With regard to other staff, however, the position is different. The idea of a weekly rest has so far been foreign to the great majority of Indians who generally prefer a system of casual leave more suited to conditions where many employees work at a considerable distance from their homes and villages. Recent experience has shown that an attempt to re-arrange the hours of work so as to concede the weekly rest, has in some cases necessitated an increase in the hours of work on the remaining days of the week although keeping within the total of the present weekly hours as well as the stipulated maximum prescribed by the Washington Convention. This has evoked some opposition from certain classes of employees, but it is intended to extend the system of the weekly rest as far as possible on the lines indicated under item (73).

At present the weekly rest is only allowed where the exigencies of the service permit. It is not commonly allowed to staff whose duties are connected with the movement of trains such as station staff, shed staff and train-examining staff, though it is enjoyed by a percentage of the running staff. Labour employed on the maintenance of permanent way is allowed on most railways half-a-day off on Sundays, or every alternate Sunday off. On the *G. I. P. Railway* this staff is allowed a full day off every week. Goods sheds and parcel offices generally work with reduced staff on Sundays which enables a proportion of the employees each week to have a day's rest.

*The E. I. Railway.*—The Weekly rest is not generally in force yet. Ordinarily Goods Shed staff and the works staff of some permanent way inspectors and inspectors of works do not work on Sundays. At small Goods Sheds, however, where only one or two men are employed it is necessary under present conditions for the men to attend work on Sundays to submit returns and deliver perishables, etc. Permanent-way gangmen and some Loco. menials have a half holiday every Sunday or a whole holiday every alternate Sunday. Assistant Station Masters and Switchmen who work in shifts change duties once a week and so have a day off.

*The G. I. P. Railway.*—Staff with the exception of those referred to below, do not get a weekly rest day. Engineering workmen are given a weekly rest day. Passenger train crews usually have 24 consecutive hours off each week. Goods train crews also get a 24 hours' rest if traffic conditions permit. Staff employed in Goods Sheds work with a reduced staff on Sundays, which enables a proportion each week to have a day's rest.

*The Burma Railways.*—The Loco. running staff get on the average one day's rest in six. The shed staff work  $6\frac{1}{2}$  days per week and so do the gangmen.

*The B. B. & C. I. Railway.*—While there is no recognised weekly rest day for the running staff, an examination of their hours shows that with very few exceptions the men obtain at least one clear 24 hours rest period per week at their home stations.

*The S. I. Railway.*—Except in the case of such staff as are engaged in connection with the working of trains the days worked per week are 5½. In the case of the train staff their hours of work in practically all cases permit of 24 hours complete rest during the week.

*The B. N. W. and R. K. Railways.*—Barring workshop employees, who, as already stated, get Sundays off and permanent-way staff who work for 6½ days in a week, other staff work for the whole week.

## 75) EXTENT OF APPLICATION OF INTERNATIONAL LABOUR CONVENTIONS RELATING TO—

### (i) Hours,

### (ii) Rest days.

This has been fully dealt with under items (73) and (74).

*The N. W. Railway* reports that the application of the Washington and Geneva Conventions to that railway has now been under investigation for a number of years. The workshop staff have presented little difficulty, as they were already under the Factories Act before the promulgation of the Conventions referred to, and this Act has been amended so as to cover the provisions of the two Conventions. The problem has not been so easy with regard to staff other than workshops, and the difficulties which have been experienced in the application of the Conventions in Europe and elsewhere, have often been accentuated in India by local conditions and social customs. A revised estimate has, however, lately been completed showing the additional staff (other than running staff) which will be required in order to fulfil the provisions of the new Regulations. Funds have now been allotted and the scheme will be completed shortly. A perusal of the estimate is indicative of the extent to which staff are already working within the provisions of the rules.

Only 1,700 additional men will be required, which represents under 2% of the staff affected. This indicates that more than 95% of the staff are either wholly or partially working within the provisions of the Hours of Work Rules. An analysis has shown that there are very few continuous workers who at present do more than an average of 60 hours a week in a calendar month, or intermittent workers who do more than 84 hours a week. With regard to the stipulated period of rest, the situation is not so good. The idea of a weekly rest has so far been foreign to the great majority of Indian workers, and the requirements have been adequately met by a system of casual leave more suited to conditions where many employees work at considerable distances from their homes and villages. Apart from casual leave, the present systems of rostering have made possible a "long off" of 30 hours or more in every three or four weeks. In order to allow all employees to enjoy 24 consecutive hours' rest every seven days, considerable adjustments in rostering will be necessary and this is now in hand. Where the work can be arranged so as to fit in with the necessary changes in the rosters, no additional staff will be necessary, but where the work cannot be re-arranged, extra staff have been estimated for, and this, together with a small percentage of staff who, according to the Regulations, may be considered to have been slightly overworked, make up the 1,700 men already referred to. The above does not apply to running staff, the greater number of whom receive part payment on a time and mileage basis and who will suffer in total emoluments if their hours of work are restricted. This staff will, therefore, need further consideration, and investigations are now in progress.

*The M. S. M. Railway* reports that so far as the Transportation (Traffic), the Locomotive Running Shed Staff, and the Train Examining Staff are concerned, the provisions of the Washington and Geneva Conventions have been given effect to on that Railway, except where the Factory Act is already in force, and in the case of the Running Staff, the matter of fixing regulations is still under the consideration of the Railway Board.

## (76) INTERVALS.

### (i) In relation to fatigue.

With continuous workers working in shifts of 8 hours, the daily rest period is normally 16 hours and this is only modified periodically when shifts have to be adjusted either to provide workers with a weekly rest of 24 hours or to avoid continuous night duty. Where, however, employees work on the split-shift system, as in the case of booking clerks, etc., the longest period of daily rest may be in the neighbourhood of 8 hours. The

daily rest interval for intermittent workers varies generally between 12 and 15 hours. On certain railways, e.g., the *B. N. W. Railway* the minimum daily rest interval for station staff is only eight hours. Running staff is generally allowed a rest of 8 hours at out stations and 12 hours at home stations and as stated above, if such staff is called out for duty earlier, an under-rest allowance is paid.

The *B. B. & C. I. Railway* reports that in the Locomotive Department (Broad and Metre Gauge), the running staff are always allowed sufficient rest between each trip and if they need more, they can sign for rest.

#### (ii) In relation to workers meal times.

Many railway activities approximate to the conditions of a continuous process and in the case of such work which is carried out in shifts it is sometimes impracticable to provide meal intervals at regular times. It is customary for intermittent workers to take food during their hours of duty. The hours of work of labour employed on the maintenance of permanent-way are so arranged as to allow an interval of one hour in the winter and 2 hours in the summer for meals and rest. The running staff are able to take their meals during their work. The hours of work of continuous workers are generally so arranged as not to interfere with their meal times. When necessary they are able to arrange with other staff in order to have their meals.

#### (iii) Number of holidays given.

Gazetted holidays are allowed with pay to staff, other than workshop and colliery employees, according to the exigencies of the service. They are not generally allowed to persons whose duties are connected with movement of trains, e.g., station staff, train examining staff, shed staff, etc. Menials attached to head and district offices are generally given all holidays granted in such offices.

The question of leave and holidays is dealt with fully in item (110).

#### (77) POSSIBILITY OF REGULATION.

The Regulations which it is proposed to introduce have been fully explained under item (73). These regulations will, it is hoped, safeguard the staff from any hours of work which might be called excessive.

### D.— OTHER ESTABLISHMENTS.

(a) Plantations. (b) Docks. (c) Other industrial Establishments.

#### (78) HOURS WORKED PER WEEK AND PER DAY.

#### (79) DAYS WORKED PER WEEK.

#### (80) DESIRABILITY OF REGULATIONS.

Items 78 to 80 do not concern the Railway Department.

## CHAPTER X.

**SPECIAL QUESTIONS RELATING TO WOMEN, YOUNG ADULTS AND CHILDREN.****A.—FACTORIES.**(81) **EFFECT OF 1922 ACT ON EMPLOYMENT.**(82) **ADMISSION OF INFANTS TO FACTORIES.**(83) **SUITABILITY OF REGULATIONS FOR WOMEN'S WORK.**(84) **SUITABILITY OF REGULATIONS AFFECTING CHILDREN.**(85) **DOUBLE EMPLOYMENT OF CHILDREN.**

Under the Indian Factories Act, as amended in 1922, no child can be employed in a factory unless he is in possession of a certificate granted by a medical authority showing that he is not less than 12 years of age and that he is fit for employment in a factory. Children cannot be employed during a period of ten hours during the night, and their hours of work are limited to 6 in the day. As regards women, no women can be employed in a factory before half past five in the morning or after seven o'clock in the evening. The Act also makes provisions prohibiting the employment of women and children in certain processes or operations, etc., attended with danger.

The number of women and children employed in Railway workshops is extremely limited. The nature of their work is light and their hours not excessive.

The employment of boys under 15 years of age in workshops is generally confined to such categories as bellows and rivet boys and a few counting and coolie boys in printing presses.

The Act and its amendments do not appear to have had any appreciable effects on the railway industry.

On individual railways the extent of employment of women and children in workshops may be gauged by the following :—

*On the N. W. ; Bu. ; B. B. & C. I. ; A. B. ; B. N. W. and R. & K. Railways* no women or children under 15 years of age are employed in workshops.

*On the E. B. Railway* a very few women and children are employed in the workshops, who conform to the provisions of the Factories Act.

*On the E. I. Railway* 122 women and boys are employed in the Jamalpur workshops as coolies, and 204 in the Manauri Oil Factory as seed crushers.

*On the G. I. P. Railway* 134 boys are employed in the workshops chiefly as bellows and rivet boys ; no women are employed.

*On the B. N. Railway* a very few boys are employed in the workshops.

*On the M. & S. M. Railway* about 50 women and 22 boys are employed under the Controller of Stores on coolie work and as peons.

*On the S. I. Railway* between 80 and 90 women and children are employed in the workshops.

(86) **WORK AND TRAINING OF YOUNG ADULTS.**(87) **EXTENT OF "BLIND ALLEY" EMPLOYMENT.**

The facilities with regard to the training of apprentices have been fully described in Chapter I, and as far as skilled labour is concerned it cannot be said that there is any "blind alley" employment. The boys employed are generally relatives of adult workers and even in cases where the boy is not able to obtain a vacancy among the apprentices, he usually picks up sufficient skill to enable him to at least find lucrative employment in the open market if he is not absorbed in the adult skilled labour of the railway workshop. On some railways the scales of pay for boys and adults are co-ordinated so that the boy automatically passes to the adult stage in the course of time.

**(88) COMPARATIVE MERITS OF DOUBLE AND SINGLE SHIFT SYSTEM AS AFFECTING THE HEALTH OF WOMEN, YOUNG ADULTS AND CHILDREN.**

**(89) WORK OF WOMEN AND CHILDREN IN FACTORIES NOT SUBJECT TO ACT.**

No women or boys in railway workshops under the Factories Act are employed except on a single shift system.

All railway workshops are subject to the Factories Act and the work of women and boys in other railway operations is considered under item (92).

**B.—MINES.**

**(90) EFFECT OF ACT OF 1923.**

**(91) EXCLUSION OF WOMEN.**

A small proportion of the labour force consists of women most of whom are the wives of the male labourers working in the collieries. Recently the Governor General in Council, in exercise of the powers conferred by Section 29 of the Indian Mines Act, 1923, has made regulations prohibiting the employment underground in mines and the Railway Board have gone further and issued orders forbidding fresh recruitment of women in open workings in railway collieries either as coal getters or as earth workers on the over-burden at depths greater than 60 feet. The number of women employed in these capacities at present is to be gradually reduced to ensure that such employment should cease completely not later than the 30th June 1939.

The extent to which women and boys are at present employed in those mines with which the Railway Board is concerned can be gauged from the figures for the three collieries administered by the *E. I. Railway* which are as follows:—

Colliery.	Women employed.	Boys employed (above 13 and below 18).
Giridih .. .. .	1,620	1,015
Bokharo .. .. .	2,175	410
Sawang .. .. .	351	48

The women are chiefly employed on loading coal, cleaning tram-lines, attending to ventilation doors and supplying drinking water, etc. The boys are employed in loading coal, oiling and cleaning machinery, attending to ventilation doors, driving pumps and as telephone attendants.

**C.—OTHER ESTABLISHMENTS.**

**(92) NEED FOR REGULATION.**

The number of women and boys employed in railway operations apart from workshops and collieries is also extremely small. The employment of women is confined to water carriers for gangs, sweepers, cinder pickers, waiting room ayahs, gatekeepers, ticket collectors, telephone operators, stenographers, typists, school mistresses, matrons and nurses.

The employment of boys is also exceptional and is generally confined to such categories as office peons and messengers, box porters, cinder pickers, water carriers for gangs and sweepers in sheds, etc.

The employment of women and boys by contractors on large engineering works, e.g., earthwork and buildings is, however, more frequent. When so engaged, they are chiefly employed on unskilled work such as carrying earth or other material. They are paid by the contractors, who employ them, and the railway administration only exercises general supervision over the housing and sanitary arrangements made by the contractors to see that they are adequate and satisfactory.

There is no reason to believe that the conditions under which women and boys, who are employees of the railway administrations, work are inferior to those which are governed by the provisions of the Factories and Mines Acts. They are almost all of them the relatives of male employees and there is little doubt that as far as those who are employed with gangs or skilled workers are concerned, any restrictions on the employment of women would be opposed even by the women themselves. As far as Railway Administrations are concerned, however, restrictions would be accepted for the number of employees in these categories is negligible compared with the total labour force.

Some details of the employment of women and boys outside workshops is given by various railways as under :—

On the *N. W. Railway* women are employed as sweepers, waiting room ayahs, lady ticket collectors, and matrons and nurses in hospitals; and boys as messengers, cinder pickers, shed boys, punkha coolies and fitter coolies. Their work is not arduous and so far it has not been necessary to introduce special protective measures.

On the *E. B. Railway* a few women and boys are employed whose work is of an intermittent nature which does not call for special protective measures.

On the *G. I. P. Railway* 2,700 women and boys are employed by the Engineering Department in weeding grass, breaking ballast, and carrying water for gangs. The Transportation Department employs 758 women as shed sweepers, ash carriers, cinder pickers, while the Commercial Department employs 103 women and boys as sweepers in goods sheds. The Medical Department employs 465 women as nurses and sweepers and the Stores Department employs 57 boys as office peons and in the press.

On the *Burma Railway* women are employed as gang coolies to a small extent in Upper Burma. They invariably work with their husbands.

On the *B. N. Railway* about 1,000 women are employed as cinder pickers, gatekeepers, helpers to masons, sweepers and coolies. They normally work with their husbands.

On the *B. B. & C. I. Railway* about 100 women are employed as gatekeepers who are generally the widows of deceased gatemen left in straitened circumstances. 60 boys are employed on cleaning work in connection with the permanent-way, while a few women and boys are employed as sweepers.

On the *M. S. M. Railway* a few women are employed as stenographers and telephone operators.

On the *A. B. Railway* six women are employed as ticket collectors, a few as gatekeepers and a certain number as sweepers. A few boys are also employed as peons, messengers, etc.

## CHAPTER XI.

### SPECIAL QUESTIONS RELATING TO SEAMEN AND WORKERS IN INLAND NAVIGATION.

#### (93) HOURS OF WORK.

#### (94) RATIONS AND ACCOMMODATION, ARTICLES OF AGREEMENT, ETC

As already indicated in Chapter I, there are only a few railways employing a small River Ferry staff for inland navigation. These work on various ferries and their conditions of employment, therefore, approximate in most particulars to the conditions obtaining among other staff of the railways. These conditions have been summarised by the *E. B. Railway* :—

“ This Railway has a small Marine Department with a workshop, and works short steamer trips in connection with the transport of passengers and goods across the Brahmaputra. All runs are of short duration and as far as the passenger service is concerned are in connection with particular trains. The work is consequently of a very intermittent nature. Night working is not normally done in connection with passenger services and with goods work only at the wagon ferry at Fulchhari. The hours of work of the Marine Workshop staff are in all respects the same as those in the other workshops on this Railway. The work of the Marine staff with the exception of those working on the ramps who are on eight-hour shifts is of an intermittent nature.

Marine staff whose duties are on Flats and Steamers are given free floating accommodation. They are, however, not provided with rations, the men making their own arrangements. On account of the shortness of the trips run, no difficulty is experienced in this respect.

The Marine staff sign the same service agreement as that executed by the other staff. Marine staff employed on shore are treated in all respects in regard to accommodation, etc., in the same way as the other Railway staff ”.

#### (95) INDIAN MERCHANT SHIPPING ACT.

(i) Existing provisions.

(ii) Need of revision.

This does not concern Railways.



## CHAPTER XII.

## WAGES.

## (96) PREVAILING RATES OF WAGES (TIME AND PIECE) AND AVERAGE EARNINGS.

## (i) In Industry.

Except for piecework which is in vogue to a limited extent in the workshops of several railways—a system which will be described under item (109)—wages are rated by the day or by the month.

In dealing with a great body of labour including every variety of skilled and unskilled worker, it is impossible within the compass of this memorandum to indicate the prevailing rates of wages of the numerous classes and grades or to enter into any detailed explanation of the various measures which have been adopted to improve the pay and prospects of employees to compensate them for the increased cost of living. The present rates of pay of the principal classes of workshop and other employees are given in Appendix D.

*The N. W. Railway.*—The following statement compares the minimum wages of skilled and unskilled labour in force on the *N. W. Railway* with those obtaining in the provinces of the Punjab and Delhi which are traversed by that line:—

Class of staff.	Punjab.	Delhi.	North Western Railway.			
			Workshops & Press.		Transportation.	
			Minimum.	Maximum.	Minimum.	Maximum.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
Stationery engine driver ..	43 0 0	45 0 0	37 8 0	60 0 0	37 8 0	60 0 0
Boilerman .. ..	32 0 0	..	22 12 0	29 4 0	26 4 0	33 12 0
Blacksmith .. ..	45 0 0	45 0 0	32 8 0	65 0 0	37 8 0	75 0 0
Fitter .. ..	63 0 0	50 0 0	32 8 0	65 0 0	37 8 0	75 0 0
Carpenter .. ..	45 0 0	54 0 0	32 8 0	65 0 0	37 8 0	75 0 0
Oilman .. ..	25 0 0	21 0 0	22 12 0	29 4 0	26 4 0	33 12 0
Mechi .. ..	46 0 0	24 8 0	32 8 0	65 0 0	..	..
Mason .. ..	..	45 0 0	32 8 0	65 0 0	37 8 0	75 0 0
Mistry .. ..	..	65 0 0	68 4 0	143 0 0	78 12 0	165 0 0
Fireman, stationery engine	..	30 8 0	22 12 0	29 4 0	26 4 0	33 12 0
Furner .. ..	..	32 0 0	32 8 0	65 0 0	37 8 0	75 0 0
Moulder .. ..	..	35 0 0	32 8 0	65 0 0	37 8 0	75 0 0
Painter .. ..	..	24 0 0	32 8 0	65 0 0	37 8 0	75 0 0
Coolie (man) (cotton mill)	1 0 0	0 10 0	16 4 0	29 4 0	18 12 0	33 12 0
(Opener)	0 8 0	0 7 0	(No. female labour employed.)			
Coolie (women) (cotton mill)	0 8 0	0 7 0				
on gin.	0 6 0	0 4 0	..	..	10 0 0	18 0 0
Coolie (minor) (cotton mill)	0 6 0	0 4 0	..	..	10 0 0	18 0 0
Press compositor ..	43 0 0	30 0 0	25 0 0	60 0 0	..	..
Press distributor ..	22 0 0	22 0 0	1 0 0	16 0 0	..	..

*The E. B. Railway.*—The following statement compares the wages paid to certain classes of labour on this railway with those paid to similar staff employed by other industrial undertakings in Bengal :—

Category.	Scales in force in the Cossipore Gun and Shell Factory.		Scales in force in the Ishapore Rifle Factory.		Scales in force on the E. B. Railway.				Average monthly wages as given in the Annual report on the working of the Indian Factories Act in Bengal and Assam for the year 1927.			
	Rs. as.	Rs. as.	Rs.	Rs.	Engi- neering.	Loco- motive.	Traffic.	Stores.	Jute Mills.	Cotton Mills.	General Engineer- ing Works.	Oil Mills.
Blacksmiths	45 8 to 71 8 39 0 to 45 8 26 0 to 35 12 17 14 to 29 4		Rs. 26 to 52	Rs. 54-4-82 30-3-48 20-1-29	54-4-82 30-3-48 20-1-29	54-4-82 30-3-51 20-2-28	Rs. 30-2-40 20-1-29	Rs. 30-3-48 20-1-29	Rs. as. 36 0	Rs. 34 to 43	Rs. as. 40 0	Rs. 30 to 32
Carpenters ..	45 8 to 71 8 39 0 to 45 0 26 0 to 35 12 17 14 to 29 4		26 to 52	54-4-82 30-3-48 20-1-29	54-4-82 30-3-51 20-2-28	54-4-82 30-3-51 20-2-28	30-2-40 20-1-29	29-3-48 20-1-29	93 5 (Chinese) 54 0 33 2	22	(local) 30 8 35 0 (Punjab) 78 12 (Chinese).	31 to 48
Fitters ..	45 8 to 71 8 39 0 to 45 8 26 0 to 35 12 17 14 to 29 4		65 to 78 52 to 62 39 to 49 26 to 36	54-4-82 30-3-48 20-1-29	54-4-82 30-3-51 20-2-28	54-4-82 30-3-51 20-2-28	..	23-1-29 16-1-22	41 4	38 to 46	34 10	22 to 70
Hammermen	17 14 to 29 4		23 to 32	23-1-29 16-1-22	16-1-21	16-1-21	..	..	18 8	..	22 0	17 to 22

Category.	Scales in force in the Cossipore Gun and Shell Factory.	Scales in force in the Ishapore Rifle Factory.	Scales in force on the E. B. Railway.				Average monthly wages as given in the Annual report on the working of the Indian Factories Act in Bengal and Assam for the year 1927.			
			Engi- neering.	Loco- motive.	Traffic.	Stores.	Jute Mills.	Cotton Mills.	General Engineer- ing Works.	Oil Mills.
Drillers	Rs. as. Rs. as.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs. as.	Rs.	Rs. as.	Rs.
	45 8 to 71 8	23 to 26	38-3-50	30-3-51	..	..	40 0	..	33 4	..
	39 0 to 45 8	26 to 39	23-1-29							
Millers	26 0 to 35 12									
	39 0 to 45 8	26 to 39	30-3-48	30-3-51	..	..	..	..	..	..
	26 0 to 35 12		20-1-29							
Masons	17 14 to 29 4									
	39 0 to 45 8	..	54-4-82	30-3-51	..	18-1-30	56 0	30	23 0	..
	26 0 to 35 12		30-3-48				34 0			
Painters	17 14 to 29 4		20-1-29							
	26 0 to 35 12	26 to 39	54-4-82	30-3-51	20-1-29	15-1-30	40 9	..	28 0	..
			38-3-50				30 0			
Tinmiths	39 0 to 45 8	..	30-3-48							
	26 0 to 35 12		30-2-34							
	17 14 to 29 4		20-1-29							
			16-1-22							
			54-4-82	30-3-51	20-1-29	18-1-20	30 0	..	34 0	..
			38-3-50							
			30-2-34							
			20-1-29							
			16-1-22							

Turners ..	45 8 to 71 8 39 0 to 45 8 26 0 to 35 12 17 14 to 29 4	..	50-5-90 30-3-48 20-1-29	54-4-82 30-3-51 20-2-28	..	..	55 12 40 0	31 to 50	35 0	25 to 70
Shapers ..	45 8 to 71 8 39 0 to 45 8 26 0 to 35 12 17 14 to 29 4	26 to 39	50-5-90	30-3-51	..	..	40 0	..	..	..
Grinders ..	45 8 to 71 8 39 0 to 45 8 26 0 to 35 12 17 14 to 29 4	26 to 78	38-3-50 30-2-34 23-1-29	30-3-51	..	..	..	22 to 23	..	..
Armature winders ..	26 0 to 35 12 17 14 to 29 4	26 to 52	..	54-4-82 30-3-51 20-2-28	..	..	..	..	..	..
Boys (not apprentices).	9 12 to 16 4	..	..	9-1-11	..	..	..	..	..	..
Oilmen ..	16 4 to 22 12	..	..	16-1-21	..	..	22 8	22, 17 to 18 8 18, 21-8	..	..
Crane Drivers ..	17 14 to 29 4	..	..	30-3-51	30-2-40	..	..	..	20 0	..
Engine Drivers, Shops	17 14 to 29 4	..	..	30-3-51	..	..	..	22	..	15 to 23
Coal Trimmers ..	16 4 to 22 12	..	..	16-1-21	16-1-22	..	..	..	..	..
Switch Board Attendants.	39 0 to 45 8 26 0 to 35 12	..	..	30-3-51	..	..	..	..	..	..
Pump Engine Drivers	17 14 to 29 4	..	..	30-3-51	..	..	..	..	..	..

*The B. N. W. Railway.*—The wages paid by the railway are higher than those paid by industrial undertakings in the locality, the latter being chiefly sugar factories.

*The R. K. Railway.*—Generally speaking the rates paid to railway employees are slightly higher than those paid in Indian factories to the employees of similar standing.

**(96) PREVAILING RATES OF WAGES (TIME AND PIECE) AND AVERAGE EARNINGS—(continued).**

**(ii) In surrounding agricultural areas.**

No detailed information is available regarding the wages of agricultural labour, nor would the figures be of great value considering the extent to which this type of work is paid for in kind. *The B. N. W. Railway* however, remarks that wages paid by the railway are higher by 25 to 33 % than those paid by local agriculturists.

**(iii) Difference between money wages and money value of all earnings.**

There appears to be no doubt from such information as is available that the wages paid on railways are appreciably higher than those paid in adjacent industries quite apart from the other amenities which the staff enjoy. Railway wages are also substantially higher than those paid to adjacent agricultural labour but it is difficult to say to what extent this is the result of payment in kind in the case of the latter.

**(97) MOVEMENTS IN RECENT YEARS.**

**(i) Increases and decreases.**

**(ii) Reasons for variation.**

**(iii) Relation to prices and cost of living (Pre-war and post-war).**

**EFFECT OF WAR ON PRICES.**—The cost of living rose by leaps and bounds as a result of the great war and its aftermath, and reached its highest level in 1920 when the increase over the pre-war rates was estimated to vary in the several provinces from 35 % in the United Provinces to about 78 % in Madras, 83 % in Bombay and 100 % in the Punjab. In order to obtain the information as to the general changes in different parts of the country, Mr. H. Heseltine, at one time Accountant-General, Railways, was put on special duty with the Railway Board and submitted a report giving valuable details, of which the following extract will be of interest :—

“ The most reliable evidence regarding this increase is to be found in a note published in 1919 by the Department of Statistics. In this note it is stated that the average rise in the price of 75 principal articles of consumption was 12 % at the end of the first year of War, 25 % at the end of the 2nd year, 42 % at the end of the third year, 78 % at the end of the fourth year, and 88 % at the end of December 1918 above the level of July 1914, the period just before the outbreak of War.” “ The most remarkable rise in the groups of articles at the end of December 1918 as compared with prices at the end of July 1914 was in cotton manufactures (199 %) and metals 188 %. The rise in sugar was 82 % and in food grains, jute manufactures and other textiles, 53% each. The group of other articles of food comprising condiments, spices, ghee and salt showed an increase of 127 %.” \* \* \* \* \* “ Officers have been placed on special duty and Committees appointed by Local Governments and the Government of India to investigate and advise, and employees have been freely invited to state their point of view to officers and committees, an invitation to which they have readily responded. As might have been expected, these enquiries have shown that the increase in the minimum cost of living has not been uniform, it has been greater in some Provinces than in others, and those stationed in large cities have suffered more than those stationed in the country. It has also been amply demonstrated that degree of compensation must vary with pay, that those whose pay was barely a living wage must be given a much larger proportionate increase than those whose pay, even under present economic conditions, places them above want. The estimated increases in the minimum cost of living vary from 32·6% a figure estimated by a Committee (Messrs. Silberred and Campbell both of the Indian Civil Service) appointed by the Government of United Provinces, to 100 % estimated by the Government of the Punjab. An Indian officer instructed to consider and report upon the question by the Government of Bombay, namely Mr. M. Ghandi, Assistant Deputy Director of Civil Supplies, who evidently did the work with minute care, put the increase, in October 1919 as compared with July 1914, of the minimum cost of living of the lower paid

clerk at 55 % in the town of Bombay and 48 % in the Bombay mofussal. A more recent estimate is that of the Madras Publicity Bureau who say that "The cost of living has risen in Madras since the beginning of the war in the same proportion as in Bombay which was, in January 1921, 69%; in April 60% and in May 67 %; more than in July 1914."

**POST-WAR REVISIONS OF PAY.**—To meet the altered conditions, temporary increases of pay were given to Railway labour in 1917 in the form of a war allowance and the rate of the allowance was enhanced from time to time till 1920 when the allowance was merged in a general revision of the scales of pay. The scheme of revision was framed and sanctioned with due regard to the increased cost of living in the various provinces traversed by the several railways and as the lower paid employees were particularly affected by the increase in the cost of the necessaries of life, the percentages were fixed on a sliding scale, giving much larger proportionate increases in the lower grades.

**SUBSEQUENT REVISIONS.**—Since 1920 the cost of living has generally fallen throughout India. Although no data is available for the various provinces, the following statement showing the index figures of the cost of living published in the Labour Gazette issued by the Government of Bombay will be of interest :—

Year.	Percentage increase over July 1914.					
1918	..	..	..	..	..	54
1919	..	..	..	..	..	75
1920	..	..	..	..	..	83
1921	..	..	..	..	..	73
1922	..	..	..	..	..	64
1923	..	..	..	..	..	54
1924	..	..	..	..	..	57
1925	..	..	..	..	..	55
1926	..	..	..	..	..	53
1927	..	..	..	..	..	54
1928	..	..	..	..	..	47

In view of the fall in the cost of living in recent years, there was no occasion to undertake a further revision of a general character for some time after the war: but as stated on page 188 of this memorandum, a systematic examination is now being made of the conditions of service of the lower paid employees, which will cover the question of the suitability of their rates of pay. But quite apart from any general revision pay has been improved in individual grades and classes; the enhancement as a rule has been sanctioned more particularly with reference to the work and responsibility attached to such grades or classes and only in some cases on economic grounds. On the *B. N. Railway*, however, scales of pay have been recently improved in consideration of the rates allowed by adjacent railways and other industrial concerns. On several railways changes have also been made to remove racial discrimination in the scales of pay in accordance with the policy of the Government of India. These and similar changes have in the aggregate amounted to a considerable figure as will be seen hereafter.

**EXTENT OF IMPROVEMENT.**—An enquiry made by Mr. H. N. Heseltine also gave details of the extent of post-war revisions of scales of pay of the various grades of employees on the principal railways and how this compared with the increases given by local governments to men on corresponding rates of pay. He reported that the railway employees had fared appreciably better and prepared comparative statements in support of this contention which are reproduced in Appendix J.

Improvement of wages, is however, not the only direction in which relief has been granted in the Railway Department for the increased cost of living. The concessions granted to the railway servants have extended to many other matters such as allowances, free medical attendance, free passes and improved provident fund and gratuity benefits, and in every case has heavy additional recurring expenditure been incurred. On the whole it cannot be gainsaid that in many important respects is the railway servant advantageously placed as compared with the man who earns the same amount of wages in other walks of life.

The following table gives some indication of the increases in the wage bill of various railways since 1914. It will be seen that expenditure on wages was almost doubled with the post-war revisions of 1920-21 and has nearly trebled now, as compared with pre-war

cost ; while the strength of the staff shows an increase of only 18 % in 1920-21 and 26 % in 1928-29 on the 1913-14 figures.

Name of railway system.	1913-14.	1920-21.	1928-29.
	Rs.	Rs.	Rs.
Assam-Bengal .. .. .	25,66,744	43,05,087	69,47,580
Bengal-Nagpur .. .. .	1,03,00,039	2,04,41,518	3,14,83,896
Bombay, Baroda and Central India ..	1,50,77,404	3,43,17,434	4,49,84,780
Burma .. .. .	65,07,429	1,00,25,568	1,71,52,083
East Indian .. .. .	1,97,58,139	3,38,59,589	7,10,53,704
Oudh & Rohilkhand .. .. .	49,47,001	78,57,328	..
Eastern Bengal .. .. .	98,85,364	1,76,78,409	2,68,46,704
Great Indian Peninsula .. .. .	2,12,84,133	4,76,35,884	5,92,23,583
Bengal & North Western .. .. .	37,83,849	58,60,948	74,71,559
Madras & Southern Mahratta .. .. .	1,02,45,180	1,75,32,252	2,59,26,027
North Western .. .. .	2,35,45,323	4,60,59,848	6,95,02,961
Rohilkund & Kumaon .. .. .	9,52,021	13,93,327	17,27,080
South Indian .. .. .	73,52,934	1,30,04,503	2,19,41,928
Total .. .. .	13,62,05,560	25,99,71,695	38,42,61,885

NOTE.—The figures of cost include the salaries and wages of all staff, overtime allowances, and all other allowances which are of the nature of extra pay and which are not granted to meet some definite expense incurred in the performance of duty, such as travelling allowances. The figures for 1928-29 include, in addition, bonus contributions to the Provident Fund, Gratuities, and the cost of certain construction staff.

In addition to the above table comparative statements will be found in Appendix "I." The figures of cost in these statements include wages and allowances, but not Provident Fund and Gratuity benefits. Figures are given for the three years 1913-14, 1920-21 and 1928-29 for each railway.

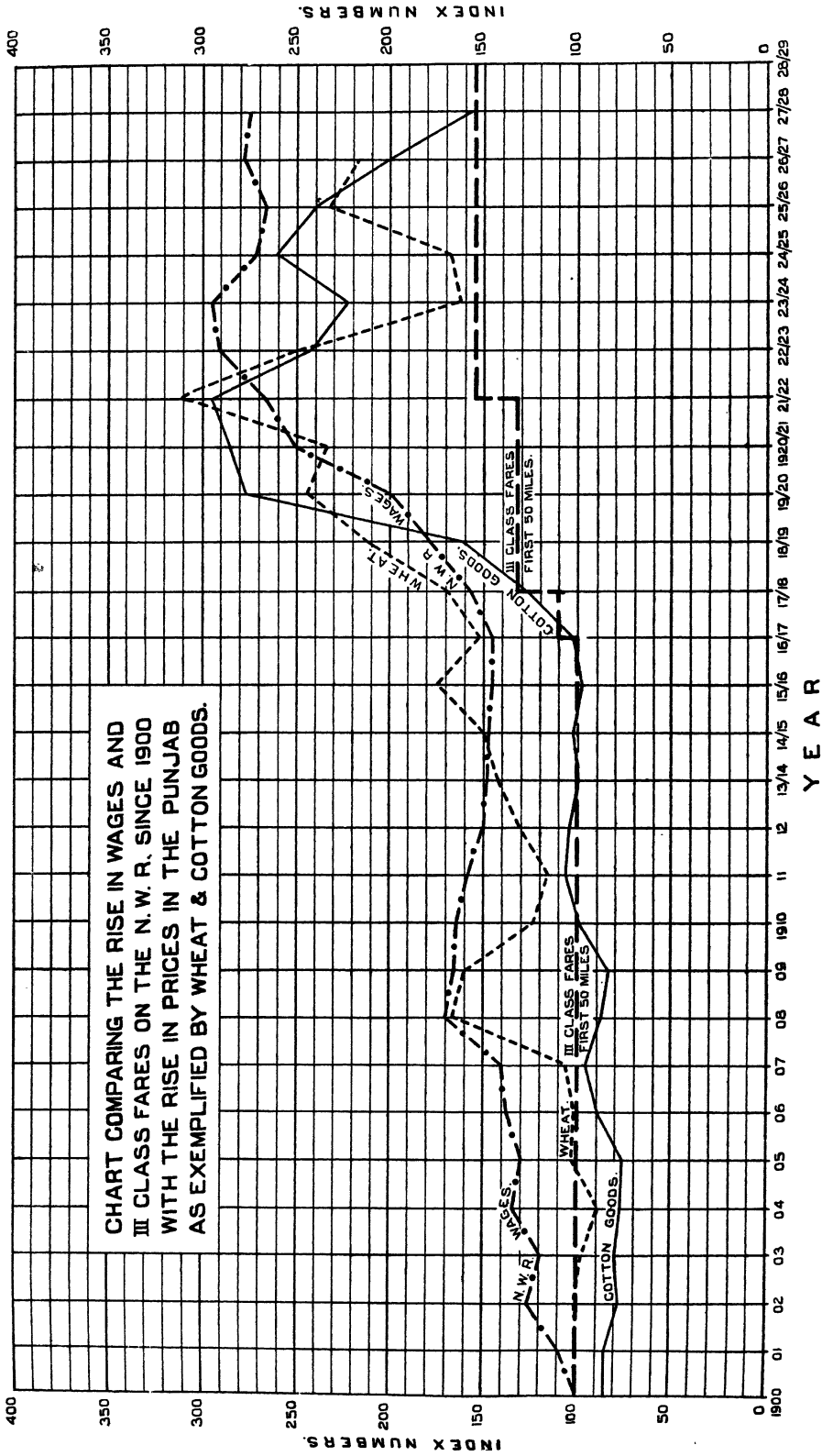
An attempt has also been made in the accompanying graph to illustrate the yearly changes in the wage index (total wage costs divided by number of employees) on the *N. W. Railway* since 1900 and to compare them with the rise in the cost of wheat and cotton goods which are among the principal commodities in the domestic budget of the average workman in the Punjab. (The figures relating to wheat and cotton were obtained from "Prices and wages in India" issued in 1923 by the Department of Statistics, India, the figure for wheat being the average for Lahore and Jhelum in the Punjab.)

From this it will be clear that the increase in the wage rates compares favourably with that of the cost of living especially since retail prices began to recede after 1921. It may also be of interest to notice the changes in the cost of transportation as exemplified by the 3rd class fare (for the first 50 miles) which are also shown in the chart.

NOTE.—It has been suggested that as the year 1900 was below the normal as far as agricultural outturn is concerned, the chart does not give a clear comparison between the









various factors. If an average were taken of the quinquennium 1900-05, instead of the year 1900, the comparison would be as under :—

	1900-05.	1914.	1921.
Wages .. .. .	124	148	268
Wheat .. .. .	98.4	150	226
Cotton goods .. .. .	79.2	103	303

The wages have risen by about 20 % in 1914 as compared with 1900-05 and by another 81% by 1921 as compared with 1914, while wheat had risen by 49 % in 1914 and another 50% by 1921 and cotton goods by 31.3% and a further 194% in 1914 and 1921 respectively.

*The N. W. Railway* states that on that administration the last general revision in the rates of pay of the staff took place early in 1920, with a view to meet the high cost of living due to economic conditions created by the War. Since then there has been no upward tendency in the cost of living to such an extent as to call for a further revision on a general scale, and the few alterations in the rates of pay that have occurred since 1920 have been mainly due to the exigencies of the service, and not to any economic reasons. The M. S. M. Railway Administration however, states that there has been a general tendency to increase the rates of wages since, 1920 owing to the higher cost of living since the war.

On the *S. I. Railway* the increase in wages sanctioned in 1920 over the pre-war rates varied from 15% in the case of those drawing Rs. 300 and above to 100% in the case of lowest-paid employees. The following table illustrates the effect of these increases :—

Pre-war rate of pay.	Consolidated rate of pay from 1st March 1920.
Rs.	Rs.
6 and below ..	12
15 .. .	25
30 .. ..	41
50 .. ..	68
100 . . .	130
150 .. ..	192
200 .. ..	250
300 .. ..	345

In 1924, owing to the fall in the cost of living, a small reduction in the scales of pay of all subordinate staff was effected. This reduction was not made on a percentage basis, but certain lower scales were introduced in place of the scales in force, prior to 1924. The reduced scales applied only to new entrants to the service, the old employees continuing to draw pay under the old scales, both in the appointments they held at the time as also on promotion.

There were previously two scales of pay for the locomotive running staff one for Europeans and Anglo-Indians and another for Indians. This racial discrimination was abolished with effect from 1st January 1926, and a revised scale introduced applicable to all classes of staff. So far as the monthly rated workshop staff is concerned there were, as in the case of running staff, two different scales, one for Europeans and Anglo-Indians and the other for Indians. These were also abolished with effect from 1st January 1926 and the higher scales of pay of the former class were adopted for all classes of employees without distinction.

On the *B. N. Railway* the prevailing rates of wages for unskilled and skilled staff in 1920 in the principal branches of the Railway as compared with the rates now in force are as follows :—

Branch.	Unskilled.				Skilled.			
	1920.		1929.		1920.		1929.	
	Lowest.	Highest.	Lowest.	Highest.	Lowest.	Highest.	Lowest.	Highest.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
Engineering ..	6	15/8	10/8	17	11	48	18	60
Loco, Carriage and Wagon and Electrical.	9	15	13/8	20	15	35	20	80
Traffic .. ..	8	14	11	18	14	50	18	50
Stores .. ..	12	18	15	20	20	30	45	85

On the *B. N. W. and R. K. Railways* the increase in wages as compared with the increase in the cost of living is about 35% higher.

#### (97) MOVEMENTS IN RECENT YEARS—(continued).

##### (iv) Relation to profits.

*Statement showing gross receipts, working expenses, interest charges, net gain or loss and cost of staff on State-owned Railways.*

Year.	Gross receipts.	Working expenses.	Interest charges.	Net gain (+) or loss(—).	Cost of Staff.
1	2	3	4	5	6
	Rs.	Rs.	Rs.	Rs.	Rs.
1913-14 ..	56,31,92,029	29,35,91,182	18,40,15,153	+8,55,85,694	13,62,05,560
1920-21 ..	80,99,06,054	54,52,95,675	21,68,04,379	+4,78,06,000	25,99,71,695
1921-22 ..	81,69,27,380	65,66,78,003	25,29,79,878	—9,27,30,501	28,12,04,811
1922-23 ..	93,22,14,218	65,96,16,125	26,03,98,864	+1,21,99,229	28,23,77,474
1923-24 ..	94,65,52,000	61,05,28,000	27,44,93,000	+6,47,31,000	30,88,41,495
1924-25 ..	1,01,04,56,000	62,90,78,000	24,97,29,000	+13,16,49,000	32,56,82,457
1925-26 ..	99,70,00,000	64,41,96,000	25,99,70,000	+9,28,34,000	33,91,52,153
1926-27 ..	99,03,98,000	64,39,72,000	27,14,60,000	+7,49,66,000	35,54,14,505
1927-28 ..	1,04,23,72,000	65,24,35,000	28,14,46,000	+10,84,91,000	37,32,76,040
1928-29 ..	1,04,33,74,000	66,82,45,000	29,70,35,000	+7,80,94,000	38,42,61,885

The figures in columns two to five are totals for the budget lines of State-owned railways. The figures of cost of staff in column six have been taken from the annual reports (Volume I) on Indian Railways issued by the Railway Board. The composition of the figures relating to the years 1923-24 to 1928-29 is not exactly identical with those

for the years 1913-14 to 1922-23. The figures for the years 1923-24 to 1928-29 include Provident Fund and Gratuity benefits and the cost of certain construction staff which are not included in the figures for the previous years.

Two important changes in procedure were given effect to from the 1st April 1924. One of the changes was to include in the account of working expenses the full depreciation and not only the actual expenditure on renewals and replacements as in the past. The other important change, which was given effect to as a part of the arrangements for the separation of the railway from the general finances, was the relief to the railway revenue account of that portion of the annuity and sinking fund payments, forming part of the purchase price of acquired railways, which relate to the repayment of capital. It is these two changes which account mainly for the drop in the interest charges shown in column four of the statement for the year 1924-25.

The net loss of Rs. 9,27,30,501 in 1921-22 is attributed mainly to the following causes :—

- (i) Increase in working expenses due to—
  - (a) high price paid for fuel ;
  - (b) a larger programme of renewals of rails, sleepers and bridges ; and
  - (c) a larger expenditure on repairs.
- (ii) Decrease in imports and exports.
- (iii) Liability for increased rate of interest on capital expended. Prior to the War the average rate paid for capital was under 3½ per cent. Since 1916-17 the rate is 6·1038 per cent. The result of the increased rate combined with the necessity for heavy capital expenditure had raised the Government liability by over Rs. 5 crores since 1913-14 and this extra liability had to be met from earnings.
- (iv) Liability in respect to Annuity and Sinking Fund charges.

#### (98) AMOUNTS SENT TO VILLAGES.

No detailed information is available regarding the amounts sent by railway employees to their villages.

#### (99) PAYMENT IN KIND AND ALLIED PROBLEMS.

The perquisites enjoyed by railway employees in addition to their basic pay fall under the following main groups :—

##### A. PECUNIARY ALLOWANCES.—

- (a) Officiating and duty allowances given in consideration of additional or more responsible work ;
- (b) Local allowances—given in consideration of local conditions, e.g., expensiveness, unhealthiness, etc.
- (c) Travelling (including conveyance) allowances ;
- (d) Allowances given to the running staff ;
- (e) Miscellaneous allowances.

##### B. OTHER PERQUISITES.

- (a) Free passes and kindred privileges ;
- (b) Uniforms ;
- (c) Free rations on Nushki Extension Railway ;
- (d) Free quarters or allowance in lieu ;
- (e) Free medical attendance ;
- (f) Assistance towards the education of children ;
- (g) Miscellaneous concessions.

Items (d), (e) and (f) are dealt with in Chapters III, IV and V respectively. Here we shall describe the rest, giving a fair indication of the extent to which allowances and other perquisites are given on the principal railways.

(a) OFFICIATING ALLOWANCES.—This is an allowance given for acting in a higher post. On State-worked railways an employee acting in a higher post generally draws pay of the stage in that post next above his substantive pay in accordance with the Fundamental Rules applicable to government servants generally. Under Fundamental Rule 35, however, certain railways have restricted the officiating allowance, e.g., on the *E. B. Railway* one-fifth of the minimum pay of the acting post is generally allowed subject to a maximum of its commencing pay, though in deserving cases the full allowance admissible under the Fundamental Rules is given ; on the *N. W. Railway* the acting allowance is given under the Fundamental Rules provided it does not increase the pay of the employee by more than 100%.

On State railways worked by companies an employee acting in a higher post is generally allowed half the combined substantive pay of the two posts, i.e., half of his own substantive pay combined with the substantive pay of the absentee.

**Special pay or duty allowance.**—When a post borne on a cadre carries appreciably higher responsibilities or involves more arduous or responsible work than an average post in the same cadre, special pay or duty allowance is attached to it. The rate is fixed on the merits of each case. Thus, a duty allowance of Rs. 25 per mensem is admissible to civil and military sub-assistant surgeons lent to the Railway Department, while assistant surgeons similarly lent draw a duty allowance of Rs. 50 if their pay is Rs. 350 or less, and Rs. 75 if their pay exceeds Rs. 350. Sometimes in lieu of a duty allowance a post has a minimum rate of pay attached to it, e.g., at a number of important stations on the *N. W. Railway*, signallers, assistant station masters and booking, parcel and goods clerks are allowed a higher minimum pay.

**Overtime allowance (other than overtime given to the running staff).**—When an employee, such as a workshop or shed employee, is called upon to work in excess of the proscribed hours of duty, he is allowed an overtime allowance. Overtime is generally paid for at the rate of ordinary pay drawn. Where, however, the hours of work exceed the limit laid down under the Indian Factories Act, the rate of overtime allowance is one and-a-quarter times the ordinary rate. Labour employed on the maintenance of permanent way is generally allowed overtime for working during an emergency outside the hours of the ordinary working day at the rate of half-a-day's pay if such work occupies not more than four hours and one day's pay if longer. These allowances are referred to in Chapter IX.

(b) **LOCAL ALLOWANCES.**—*Allowances due to increased cost of living.*—These are granted to staff stationed in abnormally expensive places, e.g., Bombay, Karachi, Madras, etc.

**Bombay allowance.**—The subordinate staff of the *G. I. P. Railway* and *B., B. & C. I. Railway* stationed in the island of Bombay get a house allowance at 10% of pay provided they are not housed in railway quarters. A local allowance is also given to such staff drawing under Rs. 200 at the rate of 10% of pay if drawing less than Rs. 50 p.m., and 5% if drawing more than Rs. 50 p.m.

These allowances are, however, not granted to menials, but certain classes of menials, viz., office sepoy and hamals on the *G. I. P. Railway* and menials excluding workshop employees on the *B., B. & C. I. Railway* are allowed a house allowance of Rs. 4 provided they do not live in railway quarters.

**Karachi allowance.**—On the *N. W. Railway*, local and house allowances are allowed to staff working at Karachi at the following rates.—

Local allowance—

	Rs.
(i) All superior staff drawing up to Rs. 100 .. .. .	10 to 12
(ii) Inferior servants and shed and shop workmen drawing above Rs. 35 .. .. .	10 to 12
(iii) Inferior servants and shed and shop workmen drawing Rs. 35 and under .. .. .	5 to 6

**House allowance.**—(a) In the case of employees not entitled to free-quarters, nor housed in Railway quarters—

	Rs. a. p.
(i) Indians drawing pay up to Rs. 74. . . . .	7 8 0 p.m.
(ii) Indians in receipt of pay ranging from Rs. 75 to Rs. 500 per mensem .. .. .	10% of pay.
(iii) Europeans on pay up to Rs. 250 per mensem .. .. .	25 per mensem.
(iv) Europeans on pay of Rs. 251 to Rs. 500 .. .. .	10% of pay.

(b) In the case of employees who are entitled to free quarters but for whom no railway quarters are available—

10% of pay in addition to the above rate of allowance.

**NOTE.**—House allowance is not admissible to menials or to daily-rated staff, who draw pay at special rates fixed with reference to local conditions.

**Frontier allowance—Quetta Division.**—Staff working on the Quetta Division of the *N. W. Railway* are allowed frontier allowance at the following rates :—

Monthly pay.	Rate per mensem.
Rs.	Rs. a. p.
15—24 .. .. .	5 0 0
25—49 .. .. .	10 0 0
50—99 .. .. .	20 0 0
100—199 .. .. .	40 0 0
200 and above .. .. .	50 0 0
Grades I and II shunters on daily rates of pay .. .. .	0 4 0 per day.

**Rawalpindi Division.**—Similarly staff employed on the Rawalpindi Division draw frontier allowance at varying rates according to pay and locality, ranging from a minimum of Rs. 3 to Rs. 7-8-0 on the various sections of the division for staff drawing less than Rs. 25 to a maximum of Rs. 40 to Rs. 50 for staff drawing Rs. 200 and over.

**NOTE.**—Frontier allowance is not admissible whether in the Quetta or the Rawalpindi Division to staff in inferior service or to the skilled and unskilled labour, whether daily-rated or monthly-rated, as they are in receipt of scales of pay specifically applicable to those divisions.

**Local allowances of Madras, Perambur, Poona and Ghorpuri on the M. & S. M. Railway.**—Staff stationed at these places who are liable to transfer draw an allowance at the following rates if not housed in railway quarters :—

	Rs.
Employees in receipt of monthly pay of Rs. 70 and below	10% of pay.
Employees in receipt of a monthly pay exceeding Rs. 70 p.m. . . . .	6½% of pay.

Staff entitled to free quarters but not provided with quarters are allowed 15%, subject to a maximum of Rs. 25 per mensem.

**Climate allowances.**—(a) *Assam & Madras allowances.*—On the E. B. Railway Assam allowance is granted to staff posted to Assam, except the districts of Sylhet, Kachar (excluding the hill sub-division of North Kachar) and Goalpara, at the rate of 25% of pay subject to a maximum limit of Rs. 40 per mensem. This allowance is granted due to the unhealthiness of the locality. The A. B. Railway also grants compensatory allowances to the staff employed in unhealthy sections. On the M. S. M. Railway also a bad climate allowance at 15% of pay is allowed to staff stationed at certain unhealthy places.

(b) *Cold weather allowances.*—On the N. W. Railway a cold weather allowance is given to staff working at Koti and beyond on the Kalka-Simla Railway during the winter months at the following rates :—

	Rs.
(i) Subordinates drawing Rs. 100 and less . . . . .	20% of pay.
(ii) Subordinates drawing Rs. 101 to 200 . . . . .	15% of pay.
(iii) Subordinates drawing above Rs. 200 . . . . .	10% of pay.
(iv) Menials . . . . .	2 8 0 per mensem.

(c) **TRAVELLING ALLOWANCES.**—These are classed as compensatory allowances and are given to compensate employees for expenses incurred in travelling on duty. They are not admissible to the running staff who draw overtime and mileage allowances in addition to pay, nor to men sent out of headquarters to relieve other men or under pressure of traffic who are entitled to relieving allowances, detailed below.

On State-managed railways the grant of travelling allowance is governed by the Supplementary Rules issued by the Government of India. The operating rule on open lines is Supplementary Rule 82 under which an employee making a journey by railway on tour is entitled to a free pass under the pass rules of the railway, and, if his absence from headquarters on any day exceeds 8 consecutive hours, a daily allowance for that day provided that an absence which does not exceed 24 hours shall be reckoned as one day at whatever hour it begins or ends. The rates of daily allowance are as under :—

	Rate of daily allowance.		
	Rs.	s.	p.
Subordinates drawing Rs. 501 & over . . . . .	..	..	4 0 0
Subordinates drawing Rs. 401 to 500 . . . . .	..	..	3 8 0
Subordinates drawing Rs. 301 to 400 . . . . .	..	..	3 0 0
Subordinates drawing Rs. 201 to 300 . . . . .	..	..	2 8 0
Subordinates drawing Rs. 101 to 200 . . . . .	..	..	1 8 0
Subordinates drawing Rs. 51 to 100 . . . . .	..	..	1 0 0
Subordinates drawing Rs. 50 and under . . . . .	..	..	0 12 0
Menials drawing over Rs. 15 . . . . .	..	..	0 6 0
Menials drawing Rs. 15 and under . . . . .	..	..	0 5 0

At specially expensive places such as Bombay, Calcutta and Simla, daily allowances are given at double the rates indicated above. On transfer to another railway, State

railway servants are allowed travelling allowance under the ordinary rules applicable to government servants of other departments, i.e., three fares for self and actual fares for family plus free transport of personal effects within fixed limits.

The rules on company-managed railways are modelled on different lines. On most of them a night allowance is given, when a railway servant is obliged to leave headquarters before 4 A.M., or returns thereto after midnight. The rates follow a graduated scale varying from 4 annas for menials drawing Rs. 25 or less and 6 annas for menials drawing over Rs. 25 to Rs. 4 or 5 for higher grade subordinates. For halts in Bombay or journeys off the home line the *G.I.P.* and *B., B. & C. I. railways* allow double the ordinary rates, except to menials who get 6 annas per night if their pay is Rs. 25 or less and 8 annas if their pay exceeds Rs. 25.

On the *M. S. M. Railway* daily allowances are admissible as under :—

For an absence not exceeding 6 hours	..	..	No allowance.
Over 6 and up to 12 hours inclusive	..	..	$\frac{1}{2}$ day's allowance.
Over 12 and up to 24 hours inclusive	..	..	1 day's allowance.
Over 24 and up to 36 hours inclusive	..	..	$1\frac{1}{2}$ days' allowance.
Over 36 and up to 48 hours inclusive	..	..	2 days' allowance.

On State-managed railways no daily allowance accrues for journeys or halts within a radius of five miles from headquarters. For such journeys an employee may be granted conveyance hire or if he is required to move about frequently within five miles of headquarters, he may be granted a conveyance allowance at a rate fixed on the merits of each case.

When an employee is required to work at a place where house accommodation is not available and is consequently obliged to reside at a considerable distance from the place of work, he may, if the circumstances warrant, be granted a conveyance allowance. Thus on the *N. W. Railway* a tram allowance at the rate of Rs. 6-8-0 per mensem is given to all subordinate staff (except menials and daily-rated labourers) who work at Kiamari but reside at Karachi.

(d) ALLOWANCES TO RUNNING STAFF.—The remuneration of running staff consists of two elements, viz. (i) pay which is fixed and (ii) mileage, overtime and other subsidiary allowances which vary with the amount of work and conditions under which work is performed. These allowances which work up on certain railways to about 75% of pay or even more in the case of the locomotive running staff and 50% in the case of guards are described below—

*Mileage allowance.*—This allowance is granted to guards, second-guards and brakesmen. The scale differs on various railways, but generally the rate varies from 6 annas to Rs. 2 for every 200 miles run with the train. On the *A. B. Railway* the running staff are paid at the rate of one day's pay for every 100 miles run.

*Overtime allowance.*—This allowance is granted to locomotive running staff. It is usually a composite allowance consisting of (a) an extra day's pay for every 100 miles run by a driver or a fireman or for eight hours' duty performed by a shunter, and (b) overtime at the normal rate of pay for actual hours of work in excess of eight hours on any day.

NOTE.—The rate of mileage and overtime allowance is proportionately enhanced in cases in which mileage run is comparatively low owing to the peculiarity of the work performed, e.g., in the case of running staff working ballast trains, local trains or relief trains or employed on short branches or shunt sections where, owing to the slower speed of trains, the mileage run is small as compared with hours of duty.

*Sunday and holiday allowance.*—Running staff called out to work a train or do shed duty on Sunday or certain holidays are allowed on several railways a full day's pay in addition to mileage earned. On the *N. W. Railway* the holidays on which this concession is allowed are the same for all staff, viz., New Year's Day, King-Emperor's birthday, Good Friday, Empire Day and Christmas Day. On the *E. B. Railway*, Europeans, Anglo-Indians and Indian Christians amongst locomotive running staff are allowed the benefit of the above holidays, while the other Indians are allowed their own communal holidays instead. Further, all guards on the *E. B. Railway*, irrespective of community are allowed in lieu of an extra day's pay, double mileage for working on Sundays and half-a-day's pay for working on New Year's Day, King Emperor's birthday, Good Friday and Christmas Day. Under the *E. I. Railway* rules holiday allowances were, in the past, given only to Europeans and Anglo-Indians, but this discrimination has now been removed.



**Under-rest and over-rest allowance.**—Running staff are ordinarily allowed 8 hours rest at an out-station and 12 hours' at the home station. An under-rest allowance is allowed generally at the rate of half or quarter day's extra pay if the normal rest is curtailed in an emergency. Conversely when an employee is detained for over eight hours after the normal period of rest at an outstation, he is allowed an over-rest allowance at the rate of one-eighth of a day's pay for every hour over the eight hours' detention. On the *E. B. Railway* guards called out for duty without the normal rest are allowed double mileage for the trip.

**Running-room allowance.**—Running staff employed on sections where no running-rooms are provided are allowed a small running-room allowance.

**Allowance for Royal and Viceregal trains.**—Running staff working Royal and Viceregal trains are allowed an extra day's pay for each day they run with, or as pilots in advance of such trains. The guards on the *E. I. Railway* draw double mileage on such occasions in lieu of an extra day's pay.

**English test allowance.**—This allowance is granted on the *E. B. Railway* at the rate of Rs. 5 to drivers and Rs. 2-8-0 to shunters and firemen who are employed on the assumption that they are illiterate, but who are able to read rule books and can make out intelligent reports in English.

**Allowances for working in stationary appointments, travelling as passengers on duty, attending departmental enquiries, law courts, volunteer duty or first-aid lectures; during quarantine leave, etc.**—As under the ordinary rules overtime and mileage allowances which constitute an integral part of the emoluments of the running staff do not accrue in the circumstances specified above, they are allowed to draw a percentage of their pay generally fixed with reference to the average mileage and overtime allowances earned by them. When a member of the running staff is sent out of his headquarters to relieve the station staff, he draws, in addition to his pay, a suitable percentage increase *plus* relieving allowance, provided the total emoluments are not less than the minimum pay nor more than the maximum pay of the post which they are deputed to fill.

(c) **MISCELLANEOUS ALLOWANCES.**—Under this category may be grouped the following allowances:—

- (i) **Relieving allowance.**—This is granted in lieu of travelling allowance to subordinate and menial staff when temporarily sent away from their headquarters either to relieve other men or in consequence of pressure of traffic. The allowance is given on a graduated scale ranging according to pay drawn from 4 annas to Rs. 2 per day, the maximum rate on the *E. B. Railway* being Rs. 3.

**Note.**—On the *N. W. Railway* this allowance is commuted in the case of traffic and carriage menials into a monthly rate of Rs. 4 per man drawing Rs. 19 and below and Rs. 5 for others, while in the case of daily-rated shop and shed staff, an increase of 20% of pay is allowed on temporary transfer in lieu of relieving allowance.

- (ii) **Grain compensation allowance.**—When the price of the staple food grain exceeds the level of prices with reference to which the wages of the low-paid staff were last revised, a grain compensation allowance is sanctioned to staff drawing pay up to Rs. 30 per mensem within the rates and conditions notified by the local governments. Generally the rates allowed are Re. 1 or Rs. 2 according to the price of the grain for staff drawing Rs. 18 and less and 50% higher for staff drawing Rs. 17 to 30.

**OTHER PERQUISITES.**—(a) **FREE PASSES.**—An important concession peculiar to railway servants is the grant of free passes, and of privilege tickets on payment of one-third the ordinary fares, over both home and foreign lines.

Subject to the observance of certain general principles proscribed by the Railway Board, the rules regarding the issue of passes on the home line are made by the Agents. A statement showing the rules for employees in subordinate and inferior grades on certain principal railways is contained in Appendix K. These rules reveal a considerable diversity of practice on the various railways. The number of privilege passes admissible in a year is two sets on the *G. I. P.*, *B. N.*, *M. S. M.*, *E. N. W.* and *R. K. Railways*, and four on the *Burma Railways*, while on other railways it varies according to pay or service. On the *E. B. Railway* the number of passes admissible to employees drawing over Rs. 150 is strikingly large, being four single journey passes a month. The question of introducing a certain measure of uniformity in the pass rules of State-managed railways is one which the Board intend to discuss with the Agents in the near future.

The grant of passes over foreign lines and of privilege ticket orders is governed by rules made by the Indian Railway Conference Association. Two single journey passes are allowed over foreign lines to employees who have completed two years' service excluding menials, and four single journey privilege ticket orders are admissible in one year to all employees including menials. Both the foreign line passes and privilege ticket orders are admissible to the families of entitled employees and also to not more than two dependent relatives, the total number of persons travelling on foreign line passes being limited to five.

*School passes* are also allowed to the children of railway employees both over the home and foreign lines, with a guardian in the case of boys of not more than 15 years of age and girls of any age. The number of such passes admissible over foreign lines is limited to two outward and two return passes. On the home line the school passes are granted on a liberal scale. Thus on the *N. W. Railway* such passes are admissible to children—

- (a) proceeding to join school for the first time ;
- (b) going for their final examination ;
- (c) going to visit their parents on important holidays, the number of such passes being limited to three return journey passes in a year, and
- (d) going home on grounds of illness for not less than 14 days.

Children who are able to return to their parents daily with not less than 12 hours' rest at home are given card passes. On the *E. B. Railway* school passes are also given to children going to their homes in connection with important ceremonies or on account of the illness of their parents.

*Special passes* are also granted—

- (a) on joining, transfer or settlement ;
- (b) when proceeding for medical treatment or anti-rabic treatment under the direction of the medical authorities ; or
- (c) for attending railway sports or other entertainments.

On transfer, a wagon is generally allowed for personal luggage and also free transport of domestic animals, etc.

On the *M. S. M. Railway* special cheque passes are issued over the home line to childrens' governesses and European and Anglo-Indian nurses in the employment of officers of the Railway for journeys—

- (a) On first arrival in the country from port of debarkation to headquarters of the officers concerned ;
- (b) To port of embarkation on return to Europe ;
- (c) On transfer ;
- (d) On journeys to and from hill stations.

Also, occasional cheque passes for short distances are issued by Heads of Departments or officers nominated by them to European and Anglo-Indian employees and to their families at road-side stations to enable them to attend places of worship, entertainments in Railway Institutes and Railway Auxiliary Force sports.

*Provision card passes* are given on several railways to employees at roadside stations to enable their servants to bring foodstuffs from the nearest centre of supply.

On the *E. B. Railway* special passes are also granted to enable employees to visit sick relatives in hospitals or to take them for special treatment. Finally, several railways allow free residential card passes or suburban tickets at specially reduced fares equal to one-third or one-fourth of the rates charged to the public for season tickets, to employees living at some distance from work to enable them to travel to and from the place of work.

(b) *UNIFORMS*.—Summer and winter uniforms including head-dress, coat, trousers, jersey, etc., are provided on a scale fixed with reference to the requirements of each case and to the normal wear and tear of the articles supplied to staff who in the performance of their duty come in contact with the public, e.g., station staff, running staff, ferry staff, etc., or who are low paid and work under special conditions (such as entail the use of proper dress or involve heavy wear and tear of clothing), e.g., compounders, drawers, office peons, watchmen, certain classes of shed and carriage and wagon menial staff, etc. Summer uniforms are generally allowed once or twice a year and

winter uniforms every year or every alternate year, the practice varying on different railways.

Clothing is also supplied on a limited scale to labourers and others whose duties expose them to cold or wet weather. Thus overcoats or blanket coats are issued once every third year or so to labour employed on the maintenance of permanent-way. An umbrella is often given once a year to employees such as office peons, watermen, watchmen, gatekeepers, who have to move about in the monsoon.

(c) **FREE RATIONS ON THE NUSHKI EXTENSION RAILWAY.**—On the *N. W. Railway* staff working on the Nushki Extension Section are allowed free rations (in addition to free quarters), the monthly value of the rations supplied being about Rs. 11 for menials and Rs. 14 for others. This concession is granted on the Nushki Extension Railway as it runs through a wilderness where the ordinary amenities of life are conspicuous by their absence and even foodstuffs are not available in the market.

(d), (e) and (f) are dealt with in Chapters III, IV and V.

(g) **MISCELLANEOUS CONCESSIONS.**—The practice is common on most railways of selling fuel, cinder, scrap material and other petty stores to railway employees at concession rates—a privilege of which the subordinate staff freely avail themselves.

**COLLIERY STAFF.**—The following perquisites are normally allowed to the colliery staff in addition to wages:—

Free coal, free housing, free medical attendance, plots of land, and free passes according to the pass rules. A proportion of the employees are also allowed uniforms, water-proofs and umbrellas.

## **(100) EXTENT AND EFFECT OF PAYMENT THROUGH CONTRACTORS, SUB-CONTRACTORS OR HEADMEN.**

Wages are paid direct to the employees and the agency of contractors, etc., is not utilised for this purpose.

## **(101) METHODS OF FIXING WAGES.**

(i) By negotiated agreements.

(ii) Other means.

As Appendix D will show, pay is generally fixed on an incremental basis so as to admit of the grant of increases as an employee's service and age increase. Certain classes of employees, e.g., running staff, station staff, etc., are divided into grades and promotion from one grade to another depends on the occurrence of a vacancy in the higher grade and on the suitability of the men for such promotion.

As a general rule pay has so far been fixed with the following considerations in view:—

- (a) The class and responsibility of the work performed;
- (b) The principle of supply and demand;
- (c) The wages given by contiguous railways and other adjacent industrial concerns; and
- (d) Varying local conditions.

The initial pay given is as a rule the minimum pay of the scale. This rule is, however, frequently departed from in the case of labourers, and as stated elsewhere skilled and unskilled employees recruited for workshops are given trade tests on the *N. W. Railway* and their initial pay is fixed according to the degree of skill displayed by them. A similar practice is in vogue on the *R. K. Railway*.

In the early days of Railways, wages were fixed in accordance with the rates prevailing in other industries for similar work. From time to time these rates have been revised to meet changed conditions in the cost of living and improved standards of comfort. Wages are, as far as possible, standardised for all grades of employees in each area, there being minimum and maximum rates of pay for each class of all branches of the service, but owing to the different conditions which exist in various parts of the country, standard rates of pay have not been fixed for the railways as a whole.

Revised rates of pay have recently been sanctioned for the lower paid establishments of the E. B. and G. I. P. Railways. Detailed information for the four State-managed railways will be supplied separately to the Royal Commission on Labour.

Employees subscribing to the Provident Fund are required to execute a service agreement.

*The N. W. Railway* under the heading "General Remarks" comments as follows :—

In a well-managed concern wages are determined mainly by the nature of responsibilities, the amount of work attached to a post, the surroundings under which that work has to be performed, the scope of advancement that is offered to an efficient worker and, ultimately, the principle of supply and demand. It can be easily imagined, therefore, that a concern, which is run on a commercial basis, and is expected to earn a reasonable return on the outlay invested, is never slow to take full advantage of the principle of supply and demand. This, however, does not take into account another important feature which now-a-days forms a chief plank in the struggle for the amelioration of labour conditions, viz., the question of a living wage. It is argued, not without force, that if a workman is continually obsessed with the idea, that although he is expected to put forth his best in the discharge of the duties allotted to him, he does not earn a living wage and is constantly worried with the necessity of devising means to supplement his income, it is bound to impair his individual efficiency, and thus react on the efficiency of the whole concern. Any one, therefore, who is entrusted with the responsible task of determining the wages of employees, particularly in the lower grades of railway service, is confronted with a problem not always easy of solution.

On the *N. W. Railway* no agreements are made with employees in respect of their pay, but agreements embodying other conditions of service are executed by all superior and certain classes of the inferior staff, who are permitted to subscribe to the State Railway Provident Fund.

On the *E. B. Railway* scales of wages are incremental and are fixed in accordance with the class and the responsibility of the work and have in the past been based on the principle of supply and demand.

On the *B. B. & C. I. Railway* in the Engineering Department (Broad Gauge) wages are fixed by enquiries into the living expense of the class employed, by consideration of the readiness with which labour comes forward for employment, by comparison with the wages in other departments and in neighbouring undertakings, bringing into cognizance the facilities for free travel, and in most cases free accommodation which the employees of this department enjoy. No agreements are made with the employees but when they join work they are informed of the conditions of service. The permanent way gangmen form the bulk of the employees of this department and their wages form the standard with which the wages of the other employees are compared.

### (102) BASIS OF PAYMENT FOR OVERTIME AND SUNDAY WORK.

Overtime is generally paid for in the case of the following classes of employees in the Locomotive and Carriage and Wagon Departments, i.e., (a) staff employed in workshops, (b) staff employed in sheds, (c) staff employed in sick lines, and (d) locomotive running staff. It is paid for at the normal rate of pay, each hour being generally reckoned as 1/8th of a day for this purpose. Under the Factories Act, the workshop employees are allowed overtime at the rate of 1½ times the normal rate of pay for overtime worked in excess of 60 hours a week, and similar regulations are about to be introduced for practically all grades of railway employees.

Gangmen when required to work overtime during accidents or other emergencies are either given compensatory rest or an allowance which is generally at the rate of ½ day's pay if the overtime worked is 4 hours or less and a whole day's pay if more.

No payment is made for Sunday work except to the running staff who are allowed on several railways, a full day's pay in addition to mileage earned when called out to work a train or do shed duty on Sunday. Under the *E. I. Railway* rules Sunday allowances are given only to the higher grades of the running staff. On the *E. B. Railway* all guards are allowed in lieu of an extra day's pay, double mileage for working on Sundays. On the *M. S. M. Railway* in the case of locomotive crews, the basis for Sunday allowance is one and a half time the average daily rate. Further, any time worked in excess of a 208 hours per month is paid for as such, i.e., 1 hour as 1/8th of a day's salary and so on.

### (103) EXTENT OF STANDARDIZATION.

The territories traversed by the Indian Railways are so vast that it is difficult to attempt the standardisation of wages, however, desirable this may be in theory. Even within the same railway the conditions vary in different localities. On those railways which are organised on a departmental system each Departmental Head is given certain

powers in the matter of fixing pay, etc., and differences in the scales in force in the various departments often make their appearance. On railways which have been organised on a divisional basis, the principal branches of work are brought together on each division under the divisional superintendent, and the differences in the wages and other service conditions among the corresponding classes of workers in the several branches become more apparent. Standardization of wages on such railways is aimed at, due regard being paid to local conditions, and it is probable that the tendency towards standardisation will become more marked as time goes on.

#### (104) EFFECT OF WAGE-CHANGES ON LABOUR SUPPLY.

As a general rule the supply of labour is in excess of requirements and is not affected by wage changes. Difficulty is, however, experienced on several railways in recruiting and keeping labour in seasons of agricultural or industrial activity as casual labour employed seasonally is frequently given higher wages than the normal rates. Thus the *A. B. Railway* reports that it has had sometimes to increase wages, as without recourse to this expedient it would lose staff to tea-gardens adjacent to the railway. Similarly staff employed in construction projects are generally given higher rates than corresponding employees on open lines, partly because of the special conditions under which they work and partly because of the temporary nature of their employment.

The *G. I. P. Railway* reports that the labour supply, so far as that Administration is concerned, has not been affected by any changes in wages as the supply has always been in excess of requirements. It has however been found that wage increases to staff, such as semi-skilled and unskilled labourers, have resulted in increased absenteeism. This has only been temporary, as in the course of time the men have returned to normal working. For instance, absenteeism in the Workshops rose from 12 per cent. to 17 per cent. immediately after the wages were paid in 1920 on account of the increases granted with effect from 1919, but in a few months absenteeism became normal.

#### (105) MINIMUM WAGES.

##### **Advisability and possibility of statutory establishment.**

Hitherto the idea of a minimum living wage has not found a definite place in the schemes sanctioned from time to time for the revision of wages. This principle has recently gained prominence but in the absence of any reliable figures indicative of the cost of living, it is only possible to proceed in a general manner, and if it is found on examination that the wages of any class of employees are inadequate, the Railway Board consult with the Agents concerned and take such measures as are feasible with a view to improving the rates.

The question of fixing or raising the minimum wage, however, does not admit by any means of a ready solution in view of the financial effects of any large scheme of revision on the price of production which in turn must have a decisive influence on rates and fares. As the bulk of railway earnings come from third class passengers and the carriage of commodities which are essential to life, it is expedient to proceed with caution remembering always that it is necessary to balance the interests of the railway worker and the railway user, both of whom belong approximately to the same strata of society.

It would appear from the above as well as from the information given under item (96) that the minimum wage paid in the Railway Department compares favourably with that given by other industrial undertakings. It has not been possible to obtain any reliable figure to represent the cost of living.

*The E. I. Railway.*—(a) *Workshops.*—The minimum wage at Jamalpur for adult unskilled labour ranges from Rs. 12 to 14 p. m. and is equivalent to that paid by other industrial undertakings, taking into consideration the various privileges conceded to railway employees. At Lilloah the minimum wages compare favourably with those in other industrial undertakings, the local minimum wage for unskilled labourers being Rs. 14-8-0 per mensem and the minimum wage in these shops being annas 6-10-6 per day or Rs. 15-12 per month. In the Lucknow locomotive shops the minimum daily wage for coolies is 1 anna less than the local rate. In the Carriage & Wagon shops at Lucknow the minimum wages correspond favourably with those given by other industrial undertakings. An investigation made last year showed that the minimum living wage was Rs. 15 per month. In the Loco. Department the minimum living wage for an adult ranges from Rs. 12-14-0 per mensem and is invariably equivalent to in fact somewhat higher than that paid by other industrial undertakings, taking into consideration the various privileges which railway employees enjoy.

(b) *Colliery Staff*.—The only industry in the locality which can be compared is mica mining and the minimum wages of this industry are believed to be the same as those paid on the collieries, the minimum daily wage for an adult being eight annas per day.

(c) *Other Staff*.—It is reported by the E. I. Railway that in industrial areas (Mills, Collieries, Iron Works, etc.) the wages paid by the E. I. Railway are generally lower than those paid by industrial concerns for the same class of labour, whilst in rural areas the wages paid by the railway are probably higher than the current market rates. In the first instance (that of industrial areas), the inducements for working for the railway at a lower wage are greater security for permanent employment, certain privileges in the way of passes, good service gratuity on retirement and so forth, but the fact remains that in the industrial areas we do not get the best type of workmen, especially as regards the cooly class. Actually we import labour in such places but our experience is that the best of these men leave the railway to earn higher wages. In agricultural areas one has to consider that these men have generally been working on the land for generations and they are not likely to leave it unless some monetary inducement is offered to them.

*The Burma Railways*.—It is believed that the rates of pay in force on the Burma Railways compare very favourably with other industrial concerns specially bearing in mind the privilege obtained in railway employment.

*The S. I. Railway*.—The minimum wages of nearly all grades of the staff have been considerably increased during the past 10 years. It is very doubtful whether it is advisable to fix a minimum by statute. There is no doubt that the railway minimum is already considerably above that of the agricultural minimum and the effect on that and other industries of raising the minimum might be serious. Changes of wages are constantly going on in all countries and they adjust themselves slowly to the conditions, but probably with less danger than if any attempt is made to do so by statute.

*The A. B. Railway*.—The minimum wages paid by this railway company compare favourably with those received by corresponding employees in outside industries. They are rather less than paid by contractors to employees on temporary work. Rs. 12 to 14 p. m. may be taken as a minimum living wage in this part of the country.

*The B. N. W. and R. K. Railways*.—A standard minimum wage for labour employed by a commercial undertaking such as a railway cannot be arbitrarily fixed. It must be governed by conditions of living and labour supply which vary considerably throughout India and can only be fixed in accordance with wages paid by neighbouring industrial and agricultural concerns.

## (106) DEDUCTIONS.

### (i) Extent of fining.

*Fines*.—The system of fining in the Railway Department is as old as the department itself. The present policy on most railways, however, is to avoid recourse to the practice of fining. It is realised that a heavy fine would entail serious hardship, while a petty one might not operate as an effective deterrent and only cause useless irritation. On most railways, therefore, an employee is warned or cautioned for a minor offence and it is only when the warnings have proved of no avail that a fine is imposed.

The offences for which fines are generally inflicted are:—unauthorised absence, bad work due to negligence, refusal of duty, coming late to work, breach of rules, malingering, loss of tools, etc.; through carelessness, insubordination, infringement of pass rules, irregularities in train working, misbehaviour on duty and sleeping on duty. The first six of these are the common offences in railway workshops for which fines are inflicted.

On the B. B. & C. I. Railway in the Traffic Department the District Officers are empowered to fine their staff up to 10 per cent. of pay and have full powers in regard to promotions and punishments to menial staff, except in the case of fines in which their power is limited to 20 per cent. of pay. In the Engineering Department inspectors cannot inflict fines unless they are confirmed by the district officer.

*The G. I. P. Railway* gives the following figures which apply to all staff including workshop employees:—

(a) Deductions from employees' wages on account of fines during the year ended 31st March 1929 amounted to Rs. 51,898. The gross wages during that year were Rs. 5,11,26,782. (b) The net wages for this period, i.e., gross wages less deductions on account of Provident Fund subscriptions and Income Tax, were Rs. 4,85,39,590. (c) The percentage of fines to gross and net wages thus work out to 0.10 and 0.11 respectively.

The following statement shows the amount of fines imposed during the last financial year and the proportion it bears to gross and net wages :—

Name of Railway.	Total amount of fines during year ended 31st March 1920.	Percentage of fines to net wages.	Percentage of fines to gross wages.
<b>N. W. Railway—</b>	Rs.		
Mechanical workshops .. ..	..	..	·016
Signal Shops .. ..	..	..	·03
Electrical Department .. ..	..	..	Nil
Other Staff .. ..	..	..	·03
<b>E. B. Railway .. ..</b>	8,778	·05	..
<b>East Indian Railway—</b>			
Jamalpur workshops .. ..	1,443	·65	·56
Lilloah workshops .. ..	650	·015	·016
Lucknow workshops .. ..	Negligible	..	Insignificant.
Printing presses .. ..	..	·13	·15
Electric Shops .. ..	..	·019	·018
Mines .. ..	One to three days' pay depending on the seriousness of the offence.		
Other staff .. ..			
<b>Great Indian Peninsula Railway ..</b>	51,898	·11	·10
<b>Burma Railways .. ..</b>	11,654	·11	·10
<b>Bengal-Nagpur Railway .. ..</b>	18,676	..	..
<b>Bombay, Baroda and Central India Railway—</b>			
Locomotive and Carriage .. ..	5,560	·03	—
Traffic .. ..	3,144	·029	—
Engineering .. ..	894	·017	—
<b>Madras and Southern Mahratta Railway—</b>			
<b>Mechanical—</b>			
(a) Perambur .. ..	1,405	·05	·04
(b) Hubli .. ..	1,679	·14	·11
(c) Bangalore .. ..	6	·006	·005

Name of the Railway.	Total amount of fines during year ended 31st March 1929.	Percentage of fines to net wages.	Percentage of fines to gross wages.
Engineering—	Rs.		
Arkonam .. .. .	..	·06	·05
Printing press .. .. .	12	·017	·016
South Indian Railway .. .. .	3,164	·03	..
Assam Bengal Railway .. .. .	..	·0012	·001
Bengal and North Western Railway .. .. .	7,843	·2	·2
Rohilkund and Kumaon Railway .. .. .	1,368	·11	·098

This statement will show that the imposition of fines on railways is too slight to constitute anything like a menacing evil. The figures given relate to departmental fines and do not include debits imposed upon the commercial staff for errors leading to claims against the railway.

#### (ii) Other deductions.

In addition to fines imposed for breaches of discipline, etc., already mentioned in item (106) (i) deductions from wages may be due to debits; house rent, subject to a limit of 10 per cent. of pay, *vide* Chapter III item (20); conservancy cess; contributions to Provident Fund Institution, which amounts to one-twelfth of pay, *vide* item (37); subscriptions for Institutes and Sports Clubs (optional for Indians); Deductions on behalf of Co-operative Credit Societies, when a loan has been taken; deductions on behalf of Co-operative Stores, when stores have been taken on credit. With the exception of deductions under the first item, all other deductions mentioned above are for services rendered or for value received under the written authority of the individual employee.

Debits are generally raised against staff in respect of (a) the issue of unnecessary telegrams; (b) loss or damage to Railway property in their charge; (c) compensation claims paid by the Railway to the public where loss or damage to goods occur while in the custody of the Railway; (d) under-charges in fares and freights; and (e) short remittances and base coins.

(a) *Issue of unnecessary telegrams.*—The ordinary working of a railway is conducted principally by telegram and to ensure the quick transmission of train messages, etc., the use of the wires for personal and unimportant matters must be restricted and controlled.

(b) *Loss or damage to Railway property.*—This may arise in three ways, *viz.*, dishonesty, negligence and fair wear and tear or circumstances beyond the control of the staff. Debits will not normally be raised when dishonest intent is proved, or loss or damage is shown to be by fair wear and tear or circumstances beyond the control of the staff. Debits are raised in the case of negligence, either in whole or in part, according to the circumstances of the case. In the case of dishonesty, a more severe punishment is generally meted out, *i.e.*, dismissal.

(c) *Compensation claims.*—Compensation claims as a rule arise from the following causes:—

- (i) Shortages from seals intact wagons,
- (ii) Damage by wet, and
- (iii) Breakages and pilferages at transhipment points.

In the case of shortages from seals intact wagons, when both sides seals are intact and the wagon has been locked or rivetted, it is a case either of short loading at the forwarding station or of fraud at destination. It is not an easy matter to determine definitely who



is responsible, and in handling the case the claims officer must rely to a great extent on experience. Again experience has shown that any weakness in dealing with such cases invariably leads to a large increase in such shortages.

When damage is caused by wet, it is chiefly due to leaky wagons, and the Traffic staff to a certain extent are responsible for selecting the wagon which is not rain-proof.

Breakages and pilferages occur at transhipment points. In such cases debits are raised against the staff when negligence is proved.

(g) *Undercharges in fares and freights.*—When undercharges in connection with fares and freights are detected in audit debits are raised, by the Accounts or Audit Branches against the station concerned and not against an individual.

(c) *Short remittances and base coins.*—All debits in this connection are raised by the Accounts or Audit Branch against stations who sometimes challenge the reports of the cash office, but in all cash offices there are cash witnesses who are representatives of the Traffic Department. The organisation is good and does not easily permit of any fraud. In the case of base coins, debits are raised by Audit only when a coin is definitely base and spurious. All cases of good imitation are debited to Government.

Figures of actual debits raised and the pay of the individuals against whom such debits have been raised are given under the various heads shown above in Appendix "Y".

## (106) DEDUCTIONS (continued).

### (iii) Utilization of fines.

The fines funds, to which are also credited forfeited provident fund bonuses, have formed a valuable source from which it has been possible for Agents to give assistance to the subordinate staff for recreation and educational purposes as well as compassionate grants in cases of exceptional hardship falling outside the scope of the ordinary financial rules. The amounts expended on these various objects are shown in Appendix F. It will be seen that during the years 1927-28 and 1928-29, the fine funds of the principal railways contributed sums of Rs. 5.86 and Rs. 6.34 lakhs respectively to welfare work.

### (iv) Desirability of legislation.

The question of restricting the practice of fining and preventing its abuse by means of legislation was considered by the Government of India in 1926 and 1927 but the proposal evoked unanimous opposition from the railway administrations. It may be pointed out that checks against abuse are already provided to the extent indicated below :—

- (a) The power to impose a fine is vested in superior officers except that on some railways selected senior subordinates are empowered to fine inferior servants.
- (b) On certain railways, e.g., the *M. S. M. Railway* careful scrutiny is exercised by the heads of departments with a view to check the adoption of unduly severe measures by those entrusted with disciplinary power.
- (c) Persons fined can appeal to higher authority.

Most of the railways draw attention to the fact that the Railway Department has to deal with a very large number of illiterate employees and are of opinion that the abolition of fines altogether would remove a very salutary method of enforcing discipline and in many cases necessitate the infliction of a graver penalty in the form of reduction or discharge from the service.

With the passage of time, however, there is a growing recognition that in the improvement of the relations of employers and employees and in the education of the latter lies the best antidote to the spirit of carelessness, idleness or insubordination which is mainly responsible for the practice of fining. The value of welfare committees and labour bureaux in this direction cannot, therefore, be overestimated.

On the *Burma and A. B. Railways* a new system has been adopted with a view to check the practice of fining to the utmost possible extent. In the Traffic Department of the Burma Railways a system of good conduct marks has been adopted. Every subordinate employee is given 18 good conduct marks. Marks are forfeited for certain offences, the number cut at any one time being governed by the seriousness of the offence committed. Marks are restored from time to time for good work; but should an employee lose the whole of the 18 marks, he is punished by a small reduction of pay for a short period. When this occurs, he starts again with a further 18 marks. Similarly a merit and demerit system of punishment has been introduced on the *A. B. Railway* with regard to clerical and running staff. The Agent is of opinion that the merit and demerit mark system has

advantages over the fining system, and since its introduction in 1925 the practice of fining has been greatly reduced. On the whole it would appear that there is little abuse in this system of punishment and that statutory regulations designed to *restrict* the practice if desirable would have little effect on the problem as far as railways are concerned. The statutory *abolition* of fining is not, however, recommended.

On the *B. N. Railway* the administration has always been very averse to any tendency of this question of fining of the staff to be abused. In all Departments fines however small can be imposed only by an officer or with his express approval, and in addition a monthly statement of fines is submitted to the Agent, for consideration as one of the standing items of the agenda of the monthly official meeting. Generally speaking, it is thought that a regulated system of fines controlled so as to prevent abuse, is the system of discipline best adapted to the circumstances of Indian Railways, that the system is well understood by the staff, that the maintenance of strict discipline is absolutely essential in an organisation like a Railway and that no other system of punishment would produce the same efficiency or results without greater practical severity.

### (107) PERIODS OF WAGE PAYMENT (DAY, WEEK OR MONTH).

#### (i) Periods for which wages paid.

Wages are paid monthly. This applies even to workshop staff, the majority of whom are daily-rated. Certain classes of colliery labour are paid weekly.

#### (ii) Periods elapsing before payment.

Wages are generally paid according to a fixed programme on each railway. The period varies considerably on different railways as will appear from the following statement:—

Period (in days) elapsing before payment of wages.

	N.W.	E.B.	E.I.	G.I. P.	Bu.	B.N.	B.B.C.I.	M.S. M.	S.I.	A.B.	B.N. W.	E.
Workshop staff	9/14 *39/44	4/8	9/15	8/12	15/24	18	7/15	11/19	7/10	1/18	13/23	20
Running staff	9/13	1	5/18	...		7/15		24/27	..		7	25/30
Shed staff ..	16/18	5	5/15	...		7/15		9/23	7/14		..	..
Station staff	4/8	9	9/17	8/20		15		5/9	20		15/23	25/30
Permanent- way staff.	13/20	9	6/14	14/23		10/15		5/9	7		15/23	..

\* Payment for piece-work is calculated for the month preceding that for which the wages are paid, the time elapsing in the case of piece-work payment, therefore, varies from 39 to 44 days.

#### (iii) Desirability of legislation—

##### (a) to regulate periods ; (b) to prevent delay in payment.

In September 1924 Diwan Chaman Lall introduced a bill in the Legislative Assembly known as the Weekly Payments Bill. The Bill was opposed by Government and on an assurance being given that the question of legislation to secure prompt payment of wages would be considered, the Bill was withdrawn by its sponsor.

So far as the Railway Department is concerned any attempt to pay wages weekly or fortnightly would involve an increase in the pay and accounting staff and although the technical difficulties are not insurmountable at any rate as far as workshops staff is concerned it is doubtful if the change would afford anything like a commensurate gain to the labourer. The question of speeding up payments has, however, engaged the attention of railway administrations from time to time, the aim being to ensure that wages shall be paid within as few days as possible of the close of the month to which they relate, provided the period for which payments are made is not necessarily a calendar month. There would be no objection to legislation being undertaken to secure this.

The *B. B. & C. I. Railway* points out in this connection that "so long as men are paid regularly about the same day each month, they seem quite satisfied and do not mind if the day for payment is late or early in the month".

**(iv) Treatment of unclaimed wages.**

Unclaimed wages are paid when claimed however late the claim may be. Enquiries are also sometimes initiated by the railway administrations as to the address and whereabouts of employees in order to pay unclaimed wages.

**(108) INDEBTEDNESS.****(i) In village,****(ii) In industrial area.**

Indebtedness unfortunately is very prevalent among all classes of employees. The European and Anglo-Indian subordinate is often in debt and his financial embarrassment increases when he marries; the middle class Indian employee has to bear an insupportable burden imposed on him by social customs and he is often forced to borrow money from the professional money-lender (who charges an exorbitant rate of interest, to meet the expenses incurred on the marriage of children and other religious ceremonies. The lower-paid employee is indebted to the bania (shopkeeper) from whom he buys food and other requisites of life and borrows money to meet his other obligations. This tyranny of debt degrades the employee and impairs his efficiency. To mitigate the evil the railway administrations have encouraged the formation of co-operative credit societies and co-operative stores described in Chapter V. This co-operative movement has been of very great value to the staff, more specially on the *B. B. & C. I. Railway*.

No detailed figures are available of the extent of indebtedness. The *N. W. Railway* mentions that the total amount of attachments issued by courts against its employees for the years 1927-28 and 1928-29 was Rs. 1,04,728 and 1,28,894 respectively but this is only a small fraction of the total amount of debts. The *E. B. Railway* mentions that while no statistics of indebtedness can be collected in respect of staff who are not subscribers to the Provident Fund or members of the co-operative credit societies, staff indebted to the Provident Fund and to the co-operative credit societies amount to 6.4% and 53.8% respectively of the total number of subscribers to the Provident Fund. The *E. I. Railway* gives information only in respect of the staff of the Printing Department where about 80% are in debt.

The *G. I. P. Railway* Administration states that "it is feared that all the low-paid Indian workmen are more or less in debt. Money is usually borrowed at ruinous rates of interest for marriages, religious and caste ceremonies and litigation. As a rule, it is borrowed from the 'Bania' who supplies the individual with his requirements of food-stuffs and in the event of failure to keep up payments, supplies are stopped. He has then necessarily to go to other money-lenders who charge even higher rates of interest because of the lack of substantial security and thus becomes more heavily involved".

**(109) BONUS AND PROFIT SHARING SCHEMES—****(i) Nature and effect of schemes which are or have been in operation.****(ii) Basis of schemes, whether production or profits.**

**PIECE WORK.**—A system of "Payment by Results" or a "Piece-work System" has been introduced in the workshops on several railways, and has been based on one or other of the following recognized systems:—(a) the straight piece-work system; (b) the Rowan system; (c) the Halsey system or (d) the Halsey-Weir system. It affords an incentive to an honest and capable workman to add to his emoluments by improving his output.

On the *N. W. Railway* the system is designed to allow of a workman of average ability earning at least 33% of his basic or daily wage and correspondingly more if skilled.

On the *Burma Railways* a piece-work system has been in operation for some 10 or 12 years and there are about 1,444 men working on this system, the average bonus amounting to about 36% of pay.

On the *G. I. P. Railway* the only bonus system in force in the mechanical workshops is the "Rowan System" which is applied to a limited number of men (about 140) at Matunga on (a) strengthening bogie wagons; (b) turning wheel tyres; and (c) breaking down logs on two horizontal hand saws. This bonus system was introduced with the object of increasing the output under (b) and (c) and reducing the cost under (a). The objects were achieved and the men earned up to 25% of their ordinary pay.

On the *E. I. Railway* a bonus is paid to steel foundry and plate foundry staff at Jamalpur on an outturn basis and it is hoped to extend the system gradually. Similarly on the *E. B. Railway* this system has been introduced and its scope is being gradually enlarged.

On the *M. S. M. Railway* in the workshops a limited number of jobs are dealt with on the Halsey-Weir premium system, and it is possible that this system will be extended. Also piece-work profits up to 30% are paid to the workmen in proportion to the wages earned by each employee forming the gang.

On the *A. B. Railway* ferry staff at Bhairab are given a bonus of one anna per vehicle in excess of 3,000 crossed over the ferry when the total number of vehicles crossed in a month exceeds 3,000. This worked out to 12.9% of the wages paid to the staff concerned for the year ending November 1927 and 15.7% for the year ending November 1928.

The *S. I. Railway* Administration states that no scheme of this nature has been tried; such schemes would be difficult to devise in connection with railway working.

**HONORARIA.**—Rewards are given when occasion demands in the circumstances stated below.—

- (a) *Useful suggestions and inventions.*—With a view of encouraging in its employees inventive talent and thoughtful interest the Railway Department grants honoraria for useful suggestions. Thus the *N. W. Railway* gives a bonus for useful suggestions and inventions which are accepted by the suggestions committee as likely to lead to an improvement in the working of the railway. Similarly on the *M. S. M. Railway* rewards extending up to Rs. 250 are paid to employees making suggestions and inventions which are found to be of practical value to the railway. The suggestions may refer to all branches of railway working, such as advertising methods and office appliances, provision of facilities and comforts to passengers, traffic working, signalling, etc.
- (b) *Rewards to staff qualifying for higher grades.*—On the *N. W. Railway* signallers and guards who qualify themselves in the duties of assistant station masters receive a bonus of Rs. 30. Similarly a bonus of Rs. 5 is paid to each student of the Training School who passes the prescribed examination in telegraphy, transportation and coaching within 10 months of the date of entering the school.
- (c) *First-aid examination.*—A bonus of Rs. 15 is paid on the *N. W. Railway* to each railway employee who passes the "First-aid" test of the St. John Ambulance Association and subsequent bonuses of Rs. 15 and Rs. 10 respectively are paid to those employees who pass the test in re-examination at intervals of one year and two years from the date of passing the initial test.
- (d) *Meritorious service.*—The practice is common on several railways of granting rewards for specially meritorious services or for individual acts of personal service showing a high order of courage or a display of initiative beyond the ordinary or for averting an accident.

## (110) ANNUAL OR OTHER LEAVE.

### (i) Extent to which taken by workers.

The extent to which employees avail themselves of leave varies considerably on the different railway administrations. The Railways report as follows:—

The *N. W. Railway* states that its workshops staff avail themselves of an average of 14 days, and other staff 22 days, annual leave, which works out to a percentage of absence on leave to total strength of 5% and 6% respectively.

The *E. I. Railway* reports that its workshops staff usually take 15 days casual leave on full pay annually, which works out in the various workshops from 4.6% to 10% of absence on leave to total strength. In connection with the staff other than the workshops and colliery staff this railway reports as follows:—

On the Howrah Division the amount of leave (including sick leave) taken by the upper subordinate staff averages roughly 40 days in a year while the percentage of men absent on leave (including sickness) is about 13 per cent. Among the lower subordinate staff the amount of absence from work on leave (which includes sickness and absence without leave on medical certificate) averages well over 50 days in the year and the percentage of men absent is over 19 per cent.

On the Asansol Division 80 per cent. of the staff have the leave to which they are entitled and the percentage of absentees to total strength is approximately 20 per cent.

On the Dinapore Division the average amount of leave by the subordinate staff is 39 days a year and by the menials 15 days a year. The percentage of absence on leave to total strength is 6 to 7 per cent.

On the Allahabad Division in the case of the Indian menial staff, the period of leave varies from 7 days on full pay and 7 days on half pay to 15 days on full and 15 days half pay.

A reserve force for relieving purposes exists in cases of certain of the staff, and these men are generally given a fair amount of the leave due them but in the case of the lower menial staff, no relief is provided and the men can only be allowed to go on leave on pay when a substitute is not engaged. This means very little leave on full pay is given to this class of employee.

On the Lucknow Division the proportion of absences on leave to total strength is 27 per cent.

On the Moradabad Division the figures are as follows:—

			Extent of annual leave taken. Days.	Percentage of absence of leave to total strength.
Transportation clerical staff	..	..	39	10.6
Transportation menial skilled	..	..	23	6.2
Transportation menial unskilled	..	..	12	3.1
Loco. and Carriage and Wagon Mechanic menial staff	..	..	15	3.5
Engineering Mechanic and menial staff	..	..	8	2.0
Loco. Running Staff	..	..	24	7.7

In the collieries this railway reports that generally 15 days casual leave and one month's privilege leave is taken, which is equivalent to from 6% to 10% of absence on leave to total strength.

The *G. I. P. Railway* states that the staff employed in the workshops and printing presses ordinarily avail themselves annually of the 15 days' leave with pay for which they are eligible. In the Parel and Matunga workshops an average of 12 days' leave without pay is also taken. No records are readily available to show the percentage of absences to total strength, but it may be placed at 4 to 5 per cent. The majority of the staff of the railway, other than workshops and printing press staff, take the leave for which they are eligible. In certain categories a leave reserve up to 20% is provided by the railway but even this is not always sufficient owing to men overstaying their sanctioned leave. Cases of staff granted a month's leave and staying away for longer periods are frequent, and this is one of the main causes for others not being spared to go on leave when they apply for it.

The *B. N. Railway* states as follows:—"Leave is freely availed of and the percentage of employees on leave to total strength is in the Engineering Department about 5 per cent. Loco. Carriage and Wagon and Electrical, 8 to 10 per cent.; Traffic, 8 per cent.; Marine, 6 per cent.; Watch and Ward, 10 per cent."

The *M. and S. M. Railway* gives the following figures:—

Departments.	Average number of days per annum.	Percentage of absence on leave to total strength.
Mechanical .. ..	18 to 20 (including 13 days with pay) .. ..	6% to 7%
Electrical .. ..	12 to 15 days .. ..	3.8% to 6.6%
Printing .. ..	....	7.3%

The *S. I. Railway* reports that owing to the absence of records of leave actually taken by the various classes of staff, it has been found impossible to arrive at a definite figure showing the extent to which the annual leave is availed of, but it can be stated generally that the subordinate staff do not, as a rule, avail of the full extent of the priv-

lege leave to which they are entitled, but that both subordinates and menials take full advantage of the casual leave due to them in a year, viz., 14 and 10 days respectively, usually in broken periods of a few days at a time. It has been computed that the percentage of absence to total strength in the various classes amounts as under :—

Running staff	..	..	..	..	6 to 7%
Traffic staff	..	..	..	..	4 to 5%
Workshop staff—					
Monthly paid	..	..	..	..	5.6%
Daily paid	..	..	..	..	4%
Electrical staff	..	..	..	..	6.5%
Engineering staff—					
Artisans	..	..	..	..	3.7%
Permanent-way coolies	..	..	..	..	3.3%
Stores	..	..	..	..	7.7%
Medical	..	..	..	..	3 to 4%

*The A. B. Railway* states that the staff as a whole take advantage of the leave due under the rules, and that the percentage of absences to total strength are :—

Agency	..	..	..	..	5.14%
Locomotive Department	..	..	..	..	10 to 15% in shops. 5 to 10% others.
Audit	..	..	..	..	5% in Press. 11½% Travelling Ticket Examiners.
Stores	..	..	..	..	5%
Traffic	..	..	..	..	4.26%

*The B. N. W. and R. K. Railways* both report that the staff take advantage of the month's leave allowed during the year.

### (110) ANNUAL OR OTHER LEAVE (continued).

#### (ii) Extent to which countenanced and/or assisted by employers.

The rules for the grant of leave vary on different railways and within the same railway for (A) workshop employees, (B) other employees in inferior service, and (C) the rest of the subordinate staff. A brief resume of the rules in force is given below.

(A) WORKSHOP STAFF.—Labourers employed in workshops who are as a rule on daily rates of wages are generally given the concession of a limited number of workshop holidays on full pay or of casual leave in lieu of holidays after they have completed one year's service. The exact number of holidays or amount of leave varies on the different railways, being 17 on the *North Western Railway*, 15 in the Lillooah workshops of the *E. I. Railway*, 20 on the *E. B. Railway*, 15 on the *G. I. P. Railway*, 14 on the *B. N. Railway* and 15 on the *B. & N. W. Railway*. On the *A. B. Railway* only six holidays are allowed without loss of pay.

In the Jamalpur workshops of the *E. I. Railway* workmen who are employed on monthly rates of pay are in enjoyment of liberal leave terms. Those in receipt of Rs. 45 and over are eligible for (a) casual leave on full pay for 15 days in a year, (b) privilege leave on full pay at the rate of one day for 11 days' duty, (c) sick leave on half-pay and (d) special leave on half-pay not exceeding six months. Those drawing over Rs. 30 and under Rs. 45 are, on completion of one year's service, eligible for 15 days' casual leave and 15 days' sick leave on full pay in a year as well as a similar amount of additional leave on half-pay. Those drawing Rs. 21 and up to Rs. 30 are, after completion of one year's service, eligible for 15 days' leave on full pay and 15 days' leave on half pay in a year. Those drawing less than Rs. 21 are not eligible for any leave, but if they have completed one year's service, they get in common with others 15 workshops holidays in a year without deduction of pay.

Quite recently, with effect from the 1st September 1929, workshop employees in the Lillooah workshops of the *E. I. Railway* who have completed three years' service have been

given the option of coming on to monthly rates of pay, reckoned as 26 times the daily rates, coupled with leave privilege as stated below :—

Length of total continuous service.	Leave admissible.
Three years and over but less than 10 years.	The days' leave on full pay in any one calendar year.
Ten years and over but less than 20 years.	Fifteen days' leave on full pay in any one calendar year.
Twenty years and over .. ..	Twenty days' leave on full pay in any one calendar year. Leave on medical certificate on half-pay not exceeding 30 days in any one calendar year and 120 days in all.

The question of extending similar terms to the other State railway workshops is at present under consideration by the Board.

(B) OTHER EMPLOYEES IN INFERIOR SERVICE.—Labourers employed in sheds, train-examining stations, on daily or monthly rates of pay, station menials, etc., are treated on most railways on the same footing as workshop employees, with this difference that in lieu of holidays they are given 15 days' casual leave in a calendar year.

On State-managed railways several classes of monthly-rated menials earn leave under the Fundamental Rules subject, however, to the condition that no extra cost is imposed on the State. Thus the *E. B. Railway* grants leave on full pay up to one month per year to all menial staff other than workshop employees. The *N. W. Railway* grants leave under the Fundamental Rules to station menials. The effect of the rule that the grant of leave to an inferior employee should impose no extra cost on the State is, however, felt in all classes except a few which contain provision for relieving staff.

Labourers employed on the maintenance of permanent-way who work at isolated places are allowed occasional leave to enable them to visit their homes or adjacent villages to procure supplies. Such leave extends on the *N. W. Railway* to a maximum of 32 days' leave (including Sundays availed of) in a calendar year at the rate of not more than 4 days at one time and in addition 15 days' casual leave while lying sick in the gang-huts.

Menial staff under the old *E. I. Railway Company's* leave rules are eligible for leave in common with the lower subordinate staff, on the terms stated in paragraph (b) below except office menials who are given a month's leave on full pay in a calendar year after completion of one year's service.

(C) OTHER SUBORDINATE STAFF.—The rules applicable to the subordinate staff on the State-managed railways and to the corresponding staff of the Company-managed railways are widely divergent and it must be admitted that the latter contain an element of racial discrimination.

(a) *State-managed railways.*

The staff of the State-managed railways are generally subject to the leave rules contained in the Fundamental Rules applicable to Government servants. Under these rules an employee of non-Asiatic domicile earns leave on full pay at the rate of 5/22nds of duty. While this leave is credited to his account, he can get full pay leave only at the rate of 1/11th of duty plus one year in all, subject to a maximum of eight months at any one time. The balance of the leave earned is admissible on half average pay, half of the leave so taken being debited to his leave account.

An employee of Asiatic domicile earns leave in terms of leave on full pay at the rate of 2/11ths of duty. Of the leave so earned he can take leave on average pay up to 1/11th of duty subject to a maximum of four months at one time. If, however, he takes leave on a medical certificate or out of India or Ceylon the limits are the same as in the case of an employee of non-Asiatic domicile, i.e., eight months at one time and 1/11th of duty plus one year in all.

These rules may be explained in a readily intelligible form by stating the total leave admissible to an employee with, say, 29 years' service. Such an employee during his

service could have seven years' leave in all if of non-Asiatic domicile and six if of Asiatic domicile : of this leave not more than three years in all may be on full pay in the case of the former and two in the case of the latter, extensible, however to three if leave is taken on medical certificate or out of India or Ceylon. Finally leave not due may be given on half-pay to an employee whether of Asiatic or non-Asiatic domicile in advance of being earned up to six months in all without medical certificate and for longer periods with medical certificate.

The difference between the two sets of leave rules, viz., those applicable to employees of Asiatic and of non-Asiatic domicile, is due to the fact that the latter require leave out of India and have to spend a portion of it in travelling to and from their native country.

Certain anomalous practices which have been inherited from the past still continue. Thus on the N. W. Railway leave to the lower grades of the running staff is limited to 60 days' sick leave on half-pay in a calendar year besides 15 days' casual leave on full pay, while men of the higher grades earn leave under the Fundamental Rules.

(b) *Company-managed railways.*

The rules in force on companies' lines are made by the several boards of directors under the Fundamental Leave Rules for the guidance of the railway companies sanctioned by the Secretary of State as far back as 1901. The latter divide railway employees into two broad categories, viz., Europeans and non-Europeans, and leave it to the discretion of each company to classify its employees under either of these categories. Europeans are eligible for leave as under :—

- (i) Privilege leave on full pay to the extent of 1 month for 11 months of duty, provided that not more than 4 months of such leave can accumulate ;
- (ii) Furlough on half-pay after completion of seven years' service at the rate of one-fourth of active service ;
- (iii) Sick leave on half-pay not exceeding two years at any time, provided the total amount of furlough, sick leave and leave on private affairs does not exceed six years in all ;
- (iv) Leave on private affairs on half-pay not exceeding six months at any time and at intervals of not less than six years' active service ;
- (v) Commuted leave, i.e., furlough or sick leave on full pay, not exceeding 12 months in all, provided that double the period of such commuted leave shall be debited to the furlough or sick leave account of the employee ; and
- (vi) Special casual leave on medical certificate without deduction of pay up to a limit of 60 days in a calendar year.

To non-Europeans furlough, commuted leave and special casual leave are not admissible. They are only eligible—and that too at the discretion of the company for—

- (i) Privilege leave,
- (ii) Sick leave, and
- (iii) Leave on private affairs provided that the total of (ii) and (iii) does not exceed three years in all.

Within these limits each company has made its own set of rules as indicated in the following summary :—

*East Indian Railway.*—The rules applicable to the subordinate staff taken over from the East Indian Railway Company are modelled on the Fundamental Leave Rules. The Anglo-Indian staff are treated on the same footing as Europeans, except that special casual leave is not admissible to them.

*Great Indian Peninsula Railway.*—The subordinate staff taken over from the late Great Indian Peninsula Railway Company remain under the leave rules framed by the company. While the European leave rules follow closely the model of the Fundamental Leave Rules and the Anglo-Indian staff are given the benefit of such rules, the Indian leave rules fall short of the limits permitted by the Fundamental Leave Rules. Thus Indians are only allowed privilege leave up to 30 days in a year and sick leave at the rate of 30 days in a year subject to a maximum of 60 days after 2 years' service. Such of them, however, as have completed 20 years' service are also allowed the concessions of accumulating privilege leave up to 4 months, of sick leave up to 18 months and of leave on private affairs limited to 6 months.



**Bombay, Baroda & Central India Railway.**—Except the European drivers and charges men who are under the furlough regulations, the rest of the subordinate staff are allowed privilege leave up to 3 months; sick leave at the rate of 30 days in a year for the indoor staff and 60 days for the outdoor staff; and leave on half pay prior to retirement not exceeding 4, 5 and 6 months after completion of 20, 22 and 25 years' service respectively.

**Bengal Nagpur Railway.**—The subordinate staff are allowed privilege leave up to 4 months; sick leave; and leave on private affairs.

**Madras & Southern Mahratta Railway.**—Men drawing less than Rs. 250 are under a uniform set of rules and are allowed privilege leave, which can be accumulated only up to 2 months at the rate of 1/11th of duty up to 1 month and 1/24th of duty in excess of 1 month; sick leave; and leave on private affairs.

On the M. S. M. Railway Workshop and other staff on daily wages include those of the Locomotive and Carriage Department at Perambur, Hubli and out-station Running Sheds, those of the Electrical Department at Perambur and Arkonam including the Electrical Power House staff and those of the Engineering Department at Arkonam. Such of them who are not eligible for leave under any other leave rules and who have put in one year's continuous service with a regular attendance will be eligible for leave with pay for 15 days in each calendar year to cover casual leave or absence on account of sickness.

**Note.**—Regular attendance will be considered to include a total absence of not more than 40 days in a calendar year.

**South Indian Railway.**—The leave rules differentiate between employees who have completed 10 years' service and those who have not. The former are eligible for privilege leave up to 3 months, leave on private affairs up to 6 months and sick leave on full pay for 30 days and on half-pay for 60 days in a calendar year. Employees with less than 10 years' service are only eligible for sick leave as stated above.

**Bengal & North-Western and Rohilkund and Kumaon Railways.**—Leave is allowed to the subordinate staff as under: privilege leave for 1 month in a year; sick leave on full pay for 1 month in a year or 60 days on half-pay in a year; and in special cases sick leave on half-pay up to 6 months.

**SPECIAL CASUAL LEAVE, HOSPITAL LEAVE, ETC.**—In addition to the leave privileges enumerated above special casual leave without loss of pay is granted on most railways to all classes of employees, including workshop and other labour—

- (a) to cover the absence of an employee due to the presence of an infectious disease in his household, or
- (b) to enable an employee bitten by a rabid animal to undergo anti-rabic treatment.

**REVISION OF LEAVE RULES.**—From this review of the leave rules there seem to emerge the following conclusions:—

- (a) That considering the climatic and other conditions of work in India, the leave terms applicable to workshop and other labour call for a certain measure of improvement in the case of employees who have settled down in the Railway Department and have completed, say three years' service;
- (b) That other men in inferior service might with advantage be treated on a par with workshop and other labour, the "no extra cost" condition being removed;
- (c) That the leave terms applicable to the subordinate staff on state-managed railways are over-liberal. In fact the majority of the railway servants avail themselves only of the leave they can get on full pay, including casual leave, and, if such leave is not due, a limited amount of leave on half pay in the event of sickness or on other special occasions;
- (d) That the leave rules on the company-managed railways require recasting, specially in the direction of removing racial discrimination.

The question of revising the leave rules on state-managed railways on the lines indicated in the foregoing paragraphs and of increasing the leave reserves has been under the consideration of the Railway Board; and revised leave rules were issued in Notification No. 8373-E., Government of India Gazette, Part I, dated the 22nd February 1930, (App. O.). The object aimed at is to ensure that men can get short leave after certain

periods of service and that the rules make no differentiation purely on racial grounds. As regards the company-managed railways, the Secretary of State intends to amend the Fundamental Leave Rules for the guidance of the railway companies after the revised State Railway Leave Rules have been issued.

**(110) ANNUAL OR OTHER LEAVE—(continued).**

**(iii) Extent of consequential loss to worker of back-lying wages.**

So long as he confines himself to taking authorized leave, the railway employee is not subject to any loss in view of the fact that wages are paid under the rules in force as explained above.

**(111) DESIRABILITY OF FAIR WAGES CLAUSE IN PUBLIC CONTRACTS.**

This question is under consideration.

## Efficiency—Class I Railways.

Item.	1924-25.		1928-29.		Increase or decrease per cent.	
1. Total open line staff ..	715,808		773,888		+ 8.15	
2. Total track miles (including Sidings).	47,212		50,735		+ 7.46	
	Loaded.	Empty.	Loaded.	Empty.	Loaded.	Empty.
3. Loaded to empty wagons per train.	27	12	28	12	+ 3.70	N/A
4. Percentage of loaded and empty to total.	69	31	70	30	+ 1.45	- 3.23
5. Total tons hauled per number of open line staff.	144		148		+ 2.78	
6. Lbs. of coal per 1,000 gross ton miles (Coaching).	B. G.	189.8	173.7		- 8.5	
	M. G.	185.2	193.2		+ 4.32	
	N. G.	372.4	375.3		+ 0.78	
7. Lbs. of coal per 1,000 gross ton miles (Goods).	B. G.	143.5	133.8		- 6.76	
	M. G.	155.8	154.9		- 0.56	
	N. G.	388.7	385.5		- 0.82	
8. Cost per 1,000 gross ton miles.	Rs. 8.94		Rs. 8.27		- 7.49	
9. Average speed of trains—						
Passenger .. ..	B. G.	19.0	20.2		+ 6.32	
	M. G.	16.0	16.1		+ 0.62	
	N. G.	12.2	11.1		- 9.00	
Goods .. ..	B. G.	8.97	9.91		+ 10.5	
	M. G.	9.24	9.52		+ 3.03	
	N. G.	8.87	8.79		- 0.02	
Mixed .. ..	B. G.	13.0	13.6		+ 4.62	
	M. G.	12.0	12.2		+ 1.67	
	N. G.	10.9	11.4		+ 4.59	
10. Engine-miles per Engine-day in use.	B. G.	94.7	104.1		+ 9.93	
	M. G.	98.6	102.3		+ 3.75	
	N. G.	75.4	85.7		+ 13.7	

Item.		1924-25.	1928-29.	Increase or decrease per cent.
11. Net ton miles per Wagon Day.	{ B. G.	327.9	328.5	+ 0.19
	{ M. G.	152.6	153.3	+ 0.46
	{ N. G.	49.6	40.9	-17.5
12. Wagon miles per Wagon Day.	{ B. G.	37.0	37.3	+ 0.81
	{ M. G.	31.3	31.2	- 0.32
	{ N. G.	16.8	14.9	-11.3
13. Gross ton miles per En- gine hour.	{ B. G.	3,510.6	4,032.3	+14.9
	{ M. G.	1,843.7	1,881.2	+ 2.0%
14. Time in Shops (only avail- able for last two years).		1927-28.	1928-29.	
Engines .. ..	{ B. G.	82.4	63.8	-22.6
	{ M. G.	99.2	95.1	- 4.15
Passenger Carriages ..	{ B. G.	35.	26.5	-26.6
	{ M. G.	40.8	38.5	-5.64
Other Coaching Vehicles	{ B. G.	32.7	22.5	-31.2
	{ M. G.	37.0	34.1	-7.84
Wagons .. ..	{ B. G.	12.0	8.78	-26.7
	{ M. G.	22.	14.8	-33.6
15. Cost of repairs—		1927-28.	1928-29.	
Engine .. ..	{ B. G.	Rs. 12,208	Rs. 10,732	-12.1
	{ M. G.	15,218	15,251	+ 0.22
Passenger Carriage ..	{ B. G.	825	697	-15.5
	{ M. G.	506	542	- 4.24
Other Coaching Vehicle	{ B. G.	451	393	-12.9
	{ M. G.	412	426	- 3.40
Wagon .. ..	{ B. G.	187	150	-19.8
	{ M. G.	174	179	+ 2.87

## CHAPTER XIII.

### INDUSTRIAL EFFICIENCY OF WORKERS.

#### (112) COMPARATIVE CHANGES IN EFFICIENCY OF INDIAN WORKERS IN RECENT YEARS.

At the outset, it is necessary to define what is meant by the term "efficiency." In accordance with the Sections of this Chapter, it is taken to include the consideration of certain factors over which the individual workman has no control, and it is thus important that a distinction should be made between the individual mental and physical capacity of the employee, and those working conditions which influence his efficiency and output.

There is no doubt that in recent years the operating efficiency of Indian railways has increased considerably, and an estimation of the various factors which have contributed to this result will be dealt with in this chapter. Speaking generally, it may be said that the factors, over which the individual workman has no control, have been mainly responsible for his increased production, though signs are not lacking that the slow emergence of an industrial class from the vast masses of agricultural workers, coupled with the rise in the standard of living, is now contributing to increase the technical efficiency in all grades, from the supervising subordinate to the unskilled labourer. On railways, the re-organisation, which has lately taken place in the workshops and on the open line, together with the introduction of modern methods of production and the better and extended use of machinery, is responsible for a considerable increase in efficiency, while the intensive training of apprentices and the systematic education in both the mechanical and traffic branches of railway service is beginning to bear fruit in the greater skill of the individual. The extensive compilation and use of operating statistics has had a stimulating effect in many spheres of railway operation, and the pressure of the public demand for better service has necessitated the introduction of amenities comparable with those available in highly organized countries. The accompanying table gives some indication of the results of the activities of the last few years which are in many ways highly satisfactory. The fundamental difficulty, however, still remains, in that the factory operative is primarily an agriculturist with his real home in the village, where a small holding renders living cheap and provides for retirement and a haven of rest at frequent intervals from factory life. The spread of apprenticeship, however, is helping to consolidate an industrial class, the home of which is the city, and in a decade or so, it seems probable that these difficulties may be minimised to some extent. It is indisputable that the Indian worker possesses considerable adaptability but it has to be remembered that organised industries have not been in operation in India for a sufficiently long period to enable the class of industrial operatives to develop the inherited skill and dexterity which is found in Europe and America. Welfare schemes in all their many ramifications exercise a most beneficial influence in enlarging the outlook of the industrial worker, so that the advantages of increased individual efficiency are gradually becoming apparent to him. But in so vast a country as India, where rapidly growing industries contain a maximum number of new hands who are quite unfamiliar by tradition and calling to the new conditions, progress must of necessity be slow.

A word may be said here on the subject of the eradication of racial discrimination and the extended use of communal representation in recruitment. These two principles are accepted as forming part of the general policy with regard to staff administration, and it is contended in many quarters that this will not result in any decrease in the efficiency of the individual worker or that of railway operations as a whole.

Comments of individual railways may be summarised as under :—

*The N. W. Railway* reports that in common with other industrial undertakings Railways have, generally speaking, improved in efficiency in recent years, and this improvement is continuing day by day, as new methods in the handling of freight, train operation and general organization are introduced. But improvement in efficient working in the direction quoted above could not have been attained had the staff not improved in efficiency as well. This has been achieved by the administration, during recent years demanding :—

- (a) such a minimum standard of education from its recruits as to enable them to start equipped with the basic knowledge necessary for the training of the railwaymen of to-day, and
- (b) providing facilities for the instruction of the staff already in the service in new and improved methods of railway working.

*The E. I. Railway* considers that there has been a considerable increase in the efficiency of employees in workshops during the last few years, probably due to the intensive training given to apprentices and also to more up to date methods which are being introduced. There does not appear to have been any voluntary increase in the efficiency of the workmen. Efficiency has also increased in most grades on the operating side. This has been brought about mainly by the institution and utilization of training schools and unremitting attention to the supervising staff combined with more careful recruitment and the ruthless eradication of weeds throughout all grades of the service.

The G. I. P. Railway reports that the following applies to all staff including workshop employees :—

It is difficult to compare the changes in the efficiency of railway employees in recent years. It can, however, be stated that there has been progressive improvement and in the following few instances statistics are quoted indicating this :—

—	1924-25.		1928-29.		Increase or decrease per cent.	
Total permanent staff ..	88,916		94,495		+ 6.26	
Total track miles (including siding).	5,165,669		5,501,583		+ 6.50	
	Loaded.	Empty.	Loaded.	Empty.	Loaded.	Empty.
Loaded to empty wagon per train.	25	12	29	10	+16.0	—16.7
Percentage of loaded and empty to total.	68.4	31.6	73.4	26.6	+ 7.31	—15.8
Total tons hauled per No. of staff.	114		139		+21.93	
Lbs. of coal per 1,000 gross ton miles (Coaching).	242.1		193.2		—20.20	
Lbs. of coal per 1,000 gross ton miles (Goods).	188.2		173.8		— 7.65	
Cost per 1,000 gross ton miles	Rs. 8.38		Rs. 8.2)		— 1.07	
Average speed of trains—						
Passenger .. ..	19.7		21.4		+ 8.63	
Goods .. ..	10.0		10.6		+ 6.00	
Mixed .. ..	12.6		13.7		+ 8.73	
Average time to haul 1,000 tons, 100 miles.	Hours 82		59		—24.05	
Engine miles per engine day (Only available for last 2 years)	92.3		112.8		+22.21	
Time in shop —	1927-28.		1928-29			
Engines .. ..	Days.	63	55		—12.70	
Coaches .. ..	..	17	16		— 5.89	
Wagons .. ..	..	6	6		..	
Cost of repairs—						
Engine .. ..	Rs.	11,898	Rs.	10,646	—10.5	
Passenger carriage ..	Rs.	948	Rs.	662	—30.17	
Wagon .. ..	Rs.	139	Rs.	68	—51.08	

The improvements in working shown above are principally due to reorganisation and the employment of modern methods, but unless the efficiency of the staff had increased to keep pace with these methods, it would not have been possible to have achieved such results.

*The Burma Railways* report that comparatively speaking, there has been no real marked change in the efficiency of railway employees during recent years, and what changes there have been are probably due in some degree to increased supervision and to a better and more educated class of men being employed in the subordinate ranks. Efficiency of workshop staff has, however, increased due to the improved organisation; also to piece-work providing an incentive.

*The B., B. & C. I. Railway* states that operations throughout the Railway workshops have been reorganised in recent years, but it is doubtful if the personal efficiency of the worker has been improved though out-turn may have been increased materially by changes independent of the capacity of the individual worker. The high incidence of sickness and indebtedness to money lenders are great obstacles to contentment and therefore efficiency; but the fundamental difficulty is that the factory operative is primarily an agriculturist, and his real home is the village where a small holding renders living very cheap and provides for retirement and a haven of rest at frequent intervals from factory life. "It follows that the Indian operative does not rely exclusively upon factory employment in order to obtain a livelihood. At most seasons he can command a wage sufficient to keep him probably on a somewhat lower scale of comfort by accepting work on the land" (*vide* Report of Indian Factory Labour Commission C. M. D. 4292 of 1908, p. 18). The spread of the apprenticeship system however is helping to consolidate an industrial class, the home of which is the city and in a decade or so, it seems probable that the difficulties enumerated previously may be minimised to some extent. It is indisputable that the Indian worker possesses considerable adaptability, and it has to be remembered that organised industries have not been in India for a sufficiently long period to enable a class of industrial operatives of any notable magnitude to develop, possessing the inherited skill and dexterity of English and German workmen.

*The B. N., M. S. M., S. I., B. N. W. and R. K. Railways*, however, consider that there has been no marked change in the efficiency of the workmen.

### (113) COMPARATIVE EFFICIENCY OF INDIAN AND FOREIGN WORKERS.

There is ample evidence to show that the outturn per worker in India is not so great as in more highly organised countries, such as those in Europe and America, and this applies to railways as to other industries in the country. This is partially due to circumstances over which the individual worker has no control though he cannot escape entire responsibility for his low efficiency. The Committee, which investigated the working of Indian railway workshops a few years ago, gave figures for the total number of staff per heavy repairs in various locomotive workshops which averaged 20·25 in India, 10·2 in New South Wales, 4·08 in South Africa and 4·4 on the London, Midland and Scottish in England. This may have been due to a certain extent to the need for re-organization which was brought to light, but the figures are so divergent that the impression cannot be dispelled that the skill of Indian operative is inferior to those elsewhere. The social customs which restrict the activities of the Indian workman to one class of work has a great bearing on comparative efficiency.

When we turn to a comparison between the Indian and the foreign worker in India, the general opinion is expressed that as far as the supervising grades are concerned, the foreign worker shows greater efficiency than his Indian confrere. This is not to say that there are not many Indians who exhibit all those mental and physical qualities which contribute to individual efficiency, but that on the whole the *average* capacity of the foreign worker is at present greater than the former.

On this subject *the E. B. Railway* observes that in the lower grades of service foreign workers are not employed and any direct comparison of efficiency is therefore not possible. Generally it is acknowledged that Indian labour does not compare with foreign labour in respect of outturn. In regard to supervising staff the standard of Indian workers is improving but here too, Indian workers have still considerable scope for further improvement before they can be said to bear comparison with foreign workers,

**(114) EXTENT TO WHICH COMPARISONS ARE AFFECTED BY—**

- (i) **Migration of workers.**
- (ii) **Use of machinery.**
- (iii) **Comparative efficiency of plant.**
- (iv) **Comparative efficiency of management.**
- (v) **Physique.**
- (vi) **Health.**
- (vii) **Education.**
- (viii) **Standard of living.**
- (ix) **Climate.**

The **MIGRATION OF LABOUR** has not a very serious effect upon the efficiency of the employee as far as railways are concerned, except in some special cases where the outturn of workshop staff is decreased abnormally by these tendencies, or where permanent-way staff are in the habit of returning to the soil at regular intervals.

The **USE OF MACHINERY** is at present perhaps the most potent factor in enhancing the efficiency of the Indian worker, and is responsible for a great deal of the advance which has been achieved during the last few years. The introduction of systematic and organised schemes of production, increases in supervising staff, the use of more automatic machinery and the application of jigs and other repetition devices to methods of mass production have all operated to increase output. Although most railway workshops compare favourably with similar industrial activities in the country as regards the **EFFICIENCY OF THEIR PLANT** it is possible that in other spheres of railway operation the cheapness of Indian labour has had a tendency to delay the expenditure of capital on labour saving devices. Large installations such as those for the mechanical handling of coal and for similar purposes, are only now beginning to show financial justification. In the near future, therefore, great progress will probably be made in the introduction of machinery of this kind, and this will undoubtedly increase individual output, although its effects upon unemployment will have to be carefully watched. With regard to the tools used by the skilled artisan outside workshops, it is to be feared that in many cases he is reluctant to exchange those to which he is accustomed by tradition and habit for the tools used in the west: nor can it be denied that the indigenous tool in the hands of a skilful Indian sometimes gives greater efficiency than the unaccustomed use of unfamiliar models.

The improvement in **ORGANIZATION AND MANAGEMENT** has already been touched upon. This embraces all phases of railway operation and has been particularly effective in increasing efficiency during the last few years. In the workshops, the recommendations of the Committee referred to above, have resulted in improved methods of production already referred to. On the open line, the greater use of mechanical devices in connection with shunting operations, signalling and train and traffic control have resulted in an increase in the output of the individual worker, while the introduction of the divisional system, although the transitional period presented many difficulties is undoubtedly in accordance with the trend of modern ideas on railway organization, the fruits of which will become more apparent as time goes on.

There is unfortunately no doubt that the poor **PHYSIQUE** and indifferent **HEALTH** of the majority of the industrial workers in India is partly responsible for their comparatively low individual efficiency. The ravages of malaria, hookworm and other endemic diseases, is a serious handicap to production, the importance of which cannot be over-estimated; while the ravages of periodic epidemics of cholera and plague are disruptive forces which interfere with regular output. These factors are possibly not so acute in certain classes of railway work, where employees lead a healthy existence out of doors, at wayside stations, or like the permanent-way workmen, in gang huts, where the invigorating influence of rural conditions obtain; but in urban areas near the larger workshops, the influence of these diseases is more keenly felt.



It has been argued with considerable force that the question of EDUCATION is the underlying cause of the indifferent efficiency of the Indian worker. This reacts, to use the phraseology of the terms of reference of the Commission, "on the health, efficiency and standard of living of the worker and on the relations between the employers and employed". The average Indian worker in the lower grades is illiterate and lacks the will to improve his lot; his ignorance and apathy are fatal to his efficiency and advancement. Owing to illiteracy he lacks the ambition to raise his standard of living, so that an increase in wages are often followed by a noticeable decrease in his effort and outturn.

It is to be hoped that the conditions pictured above are gradually giving way to a more progressive outlook. The STANDARD OF LIVING has undoubtedly increased very considerably in the last two decades. The labourer's diet is improving in quality and quantity, his clothing is more adequate and his household belongings more extensive and conducive to a greater degree of comfort. This change is probably the most hopeful sign that the worker is gradually realising the benefits to be derived from increased efficiency and improvements in his condition of service.

When all is said and done, there still remains the CLIMATE of the country, which will always handicap the efficiency of the Indian worker when compared with the worker in more temperate climates. Apart from its effect upon his general health, the conditions under which he labours during many months in the year are such that he can never hope to compete effectively with others more fortunately situated. Whatever increase may be wrought by the spread of education and the high standard of living, the effect of the climate will always operate as a drag on individual efficiency.

#### (115) EFFECT ON PRODUCTION OF—

- (i) Changes in working hours ;
- (ii) Changes in other working conditions ;
- (iii) Expenditure on health and sanitation ;
- (iv) Housing ;
- (v) Alterations in methods of remuneration ;
- (vi) Movements in wage levels ;
- (vii) Legislative enactments ;
- (viii) Dietry ;
- (ix) Alcohol and drugs ;
- (x) Industrial fatigue.

The inter-relationship between the various factors enumerated at the head of this section, has an important bearing on output, but it is sometimes difficult to estimate the influence of each individual item. The ideal which is looked forward to is an educated worker employed for a few hours during which he works at maximum pressure with the greatest possible assistance from mechanical devices. This would result in a maximum output, with consequent high wages, while full use of the worker's extensive leisure is made possible by virtue of his comparative wealth and a high standard of education and comfort. It will be seen, therefore, that a reduction in WORKING HOURS is not likely to result in increased output unless the labourer is sufficiently educated, is sufficiently well paid, and has a sufficiently high standard of living to make advantageous use of his increased leisure. So far, experience in India has shown that these elements being absent, reduction in hours has not resulted in increased production, although there are indications of a change in this direction. Changes in OTHER WORKING CONDITIONS which are being brought about by the multifarious welfare activities which are now brought to bear on the problem, will, it is hoped, have considerable influence on the standard of living and contribute materially to an increase in production, so that the sums spent on HEALTH, SANITATION AND HOUSING which are yearly on the increase, should be eventually productive of an adequate return. There is little doubt if the amenities which obtain in the west, could be provided for the Indian worker, his output would be greatly increased but the general economic conditions of the country make it quite impossible to achieve these ends in the immediate future, as it is only with increased productivity that the necessary funds to achieve this end will be forthcoming. The amelioration of conditions and increased output must, therefore, go hand in hand. The introduction of piece-work, bonuses, and other alterations in METHODS OF REMUNERATION has

undoubtedly a stimulating effect upon production, but it is often necessary to guard the worker against sacrificing those other conditions which go to produce a high standard of living in order to increase his cash earnings. Recent **MOVEMENTS IN WAGE LEVELS** have had a beneficial effect upon the standard of living, for although "real wages" have not increased to the extent indicated by the actual rise in cash remuneration, there has undoubtedly been a definite rise in "real wages" and its effect on the standard of living is apparent to all those who are in close touch with Indian labour.

It seems clear that recently **LEGISLATIVE ENACTMENTS**, in so far as they have ameliorated or standardised the general conditions of labour, have had a beneficial influence on the standard of living, and hence the output of the individual worker. A warning may be voiced, however, against disregarding the peculiar conditions which exist in this country when participating in international agreements suitable in the west. It is, for instance, debatable whether the introduction of the weekly rest for all classes of railway servants is not at variance with the religious and social customs of the great majority, and although it is expedient that periodic rest days should be laid down by law, it would appear that customs which entail the observance of a number of feast days at unequal intervals, is to a certain extent more suited to the present requirements of the Indian worker. **DIETRY** with its influence upon the health and physique of the worker must have a considerable influence upon production. The standard has advanced considerably in recent years but there is still much room for improvements in this respect. This, however, is likely to follow automatically on increased wages and a higher standard of living. In urban areas there is no doubt that the consumption of **ALCOHOL AND DRUGS** has a direct effect upon the individual output, but in rural districts through which so many miles of railway runs, there is fortunately less reason to believe that consumption is excessive.

The question of **INDUSTRIAL FATIGUE** has been touched upon in the chapter dealing with Accidents. In countries where short hours and high pressure go hand in hand, there is no doubt that beneficial results have been achieved by fatigue study, and although the conclusions arrived at in those countries will be most useful in investigations which will have to be instituted in India, it is doubtful if the individual employee works so intensively that restrictions other than those already laid down in the **Factories and Mines Acts** would have much influence on production.

### (116) POSSIBLE METHODS OF SECURING INCREASED EFFICIENCY

Efficiency in railway service, as in other business organizations, depends on many factors. The selection of suitable material in the recruitment of staff who are physically efficient and mentally capable of undertaking the duties for which they are required; the training of this staff for specialised work of a technical nature; the provision of efficient supervision, and methods of measuring output under which heading must be included the maintenance of suitable statistics; standardisation of manufacturing processes and methods of mass production in the workshops; and lastly and of equal importance, the amelioration of the working conditions of the staff by the adequate provision of quarters, expenditure on health and sanitation, and all those many activities coming under the heading of "welfare".

At the same time the spread of education alone can broaden the worker's outlook and allow him to reap the full benefits of better conditions and a higher standard of living. While this is considered to be primarily the concern of Local Governments, the Railway Department can and does contribute towards this end as has been shown in Chapter VI.

Some remarks by individual railways on this important subject are appended.

*The E. B. Railway.*—The most important factor, so far as this railway is concerned to be taken into consideration in raising the general efficiency of the staff is the improvement of the medical facilities provided in order to reduce the ravages of the more common types of diseases which are prevalent in Bengal. Its importance cannot be exaggerated. Sanitation and proper drainage coupled with the necessary facilities for adequate medical attention are of the utmost importance.

In the matter of housing too, there is some scope for improvement. This is a matter which constantly engages the attention of the administration. This railway is not one of the more financially prosperous railways and the provision made for quarters must be relative to the general financial position from year to year.

In regard to recruitment and training of staff much has already been done in improving the methods of medical examination of recruitment and of training; selection commit-

tees have been formed and training schools established. In this direction too there is scope for further improvement. With the standardization of workshop details and the introduction of mass production methods a start has been made. Systems of payment for work performed on a piece-work basis have been introduced and are being gradually extended. The extension of these principles will undoubtedly secure increased efficiency.

Lastly there is still scope for better supervision of the work performed. The application of statistics for the measurement of efficiency in the various branches of railway working have undoubtedly contributed to a more alert and intelligent supervision, but there is room for further improvement.

*The E. I. Railway.*—With regard to means of securing increased efficiency, the physique of labour will undoubtedly be improved by the betterment of social and sanitary conditions of living and by paying higher wages. The latter will also perhaps enable the employer to use more discretion and selection in recruiting by attracting a large number of applicants. Whether it will be possible to obtain work better in quantity and quality from the better class of workmen, is not so certain.

*The G. I. P. Railway.*—Further efficiency could be secured by the provision of adequate primary educational facilities throughout the country. Also by the provision of more railway quarters, possibly of a better type than those at present provided. This would result in better sanitary conditions and improved health of the staff by their being brought directly under the supervision of the Railway Medical Officers and Municipalities. The provision of more Railway Area Schools, at present in their infancy in this country, would help to increase the general efficiency of railway workers.

*The Burma Railways.*—Some of the possible methods of securing increased efficiency, are to continue the policy of employing the best educated men in the subordinate grades; to establish schools for training employees in railway work and the provision of comfortable and sanitary quarters.

*The B. N. Railway.*—Increased efficiency can only be expected when a higher standard of intelligence is reached and this does not appear to be possible until some form of primary education is introduced and is developed among the labouring classes.

*The B., B. & C. I. Railway.*—Welfare schemes, education for young adults and children, craft trade unions, improved housing, may be helpful to regularise the inherent tendencies of easy-going independence and reluctance to submit to discipline.

*The A. B. Railway.*—Greater efficiency could be obtained by the establishment of training classes for employees, and by the provision of more quarters, better water supply and other amenities, which would be to the benefit of the health of the staff. Shortage of funds, however, has restricted activities in this direction.

## CHAPTER XIV.

### TRADE COMBINATIONS.

#### (117) EXTENT OF ORGANISATION OF—

##### (i) Employers.

As will be seen from the introduction to this memorandum and from Chapter II dealing with staff organisation, the working policy of the Indian Railways, is, in its broad outline controlled by a central body, the Railway Board, which represents the Government of India and exercises certain general powers, under the Indian Railways Act, over almost all the railways in India. The Railway Board is directly responsible to the Government of India for the administration of those State-owned railways which are managed by the State and have complete administrative authority over the Agents of these railways.

Important questions concerning staff administration are discussed from time to time at the periodical meetings which the Railway Board holds with all Agents of Class I Railways. At these discussions the formulation of a reasonable and a uniform policy for all railways is aimed at, though the great variety of conditions in different parts of the country militates against a high degree of standardization.

Another co-ordinating agency exists in the Indian Railway Conference Association. This organisation dates back as far as 1879 but it was not put on a permanent basis till many years afterwards and has only sat regularly since 1902. Its original function was the adjustment of the many problems arising out of the growing volume of interchange traffic but its scope has gradually been widened and quite recently the question of uniformity in dealing with staff matters has been tentatively taken up. A full conference is held once a year under a president elected from among the Agents of member—railways, and resolutions are passed according to a scheme of voting powers depending on the freight ton-mileage and open line mileage of the various railways. Several standing committees of the Association report periodically to the full conference and special committees are formed to report on any particular subject which the Association or the Railway Board consider merits special enquiry. A committee of this nature has lately dealt with the difficult question of the application of the Hours of work (Washington) and Weekly Rest (Geneva) International Conventions to railway labour. The powers of the Association are only consultative as far as these matters are concerned but there is every likelihood that the facilities for round-table discussion which the Association provides will in future be utilized to a greater extent in the solution of the many problems which are arising in the sphere of railway labour.

##### (ii) Employed.

Before the war there was nothing which could have been called a Trade Union Movement on railways in this country, but the unstable economic conditions which followed the cessation of hostilities, threw a considerable strain on the economic structure of industrial India and during the period 1918-21 a great many so-called Trades Unions sprang up on different railways. These were generally in the nature of *ad hoc* organisations called into being by the peculiar conditions which then obtained, and it is doubtful if any of those who were responsible for their inception visualised or appreciated the true functions and aims of Trades Unionism as they are understood in the west; while it is quite certain that the illiterate rank and file who supported the movement did not look beyond the elimination of their immediate grievances by direct action. As was natural, the activities of these Unions were open to legitimate criticism, more especially when they were connected with political propaganda, foreign to their legitimate aims. The history of these organisations has been various. In some cases the return of stable conditions removed those forces which had brought them into being and they either disappeared altogether or remained quiescent until rejuvenated by subsequent economic developments. In other cases they were rent by internal dissensions and split up into separate organisations some of which joined other unions. There is, also, ample evidence that the politician has often occupied a prominent seat at their councils. On the other hand, there are now indications that the movement is gradually becoming consolidated and that in some cases the Unions are beginning to realize that it is in their own interest to conduct their activities on constitutional lines.

There are certain features which are more or less common to all trade unions on the railways—

- (a) They generally attempt to embrace in one organisation, the various classes of railway employees, e.g., clerical staff, operating staff of all kind,

running staff (drivers, guards, etc.), permanent way staff, staff in locomotive sheds and repair lines and workshop staff.

- (b) Their leaders and office bearers are frequently outsiders (i.e., not railway employees) and are either drawn from the lawyer class or are politicians by profession. (A glance at Appendix L will demonstrate the truth of this statement).
- (c) Membership varies. Numbers increase directly signs of unrest occur and dwindle at other times.
- (d) Funds are, as a rule, low and their replenishment uncertain.
- (e) The Anglo-Indian and Domiciled European subordinate staff are not generally members of these unions.

In general terms, therefore, the existing unions of employees on railways have not shown themselves to be of much value either to their members or to the industry as a whole. The staff are apathetic, funds insignificant and uncertain, and the underlying principles of trade organisation little understood. Theoretically the affairs of the union are controlled by its members but as a large body of these are illiterate, the control exercised by them is not effective. The ostensible objects of most of the unions are to represent and seek redress for, grievances common to the employees whom they represent and to promote smooth and harmonious relations between the railway and its staff. The methods which they adopt, however, are often questionable and their demands are ill-balanced, while control is generally in the hands of a few outside leaders (frequently lawyers) who are not always mindful of the real interests of the workers, whose cause they profess to espouse. It must, however, be remembered that the trade union movement in India is still in its infancy and it may be hoped with some confidence that time will correct these distempers. At the present moment, however, it is questionable whether the unions have reached such a stage of development when they can be said either to control or represent anything like a fair percentage of the workers, and although the Trades Union Act of 1926 has helped to clarify the situation, the peculiar conditions in India with regard to illiteracy and mass suggestion make it difficult for employers of labour to co-operate effectively with these organisations.

A statement showing the names and particulars of the important labour unions on the principal railways is given in Appendix L. Besides the *All-India Railwaymen's Federation* (which embraces several unions) and the *Anglo-Indian and Domiciled European Association*, which are of an all-India character, there are nine unions with a membership of over three thousand each. Several of these are directly connected with railway workshops where the concentration of labour offers the best field for the growth of these organisations.

The B. N. Railway reports that there are the following Trade Unions registered under the Trade Unions Act XVI of 1926 to which the employees of the Railway belong :—

- (a) The B. N. Railway Indian Labour Union which has its headquarters at Khargpur with branches at all important Railway stations on the line.
- (b) The B. N. Railway Employees Union which has its headquarters at Calcutta with branches at all important Railway stations on the line.
- (c) The All-India and Burma Covenanted non-gazetted Railway Services Association which has its registered office at Bombay with local District offices on each Railway in India. On the B. N. Railway the District Office is located in Khargpur.

(a) and (b) represent the interests of their members who may belong to any class on the Railway. They do not represent any particular class or classes of the staff but the membership is preponderatingly Indian.

The B., B. & C. I. Railway reports that there are no trade combinations among the employees on that Railway. Efforts were made to bring about a combination in all the workshops of the Railway but without success. There are two recognised Unions which operate on that Railway, viz.—

- (a) B., B. and C. I. Railway Employees' Association, Ahmedabad.
- (b) B., B. and C. I. Railway Employees' Union, Parel.

Both Unions were established in 1920 and, although there is no direct relationship between them—indeed they are rival bodies—their professed aims and objects are more or less common and both pledged themselves to work on constitutional lines.

## (118) EFFECT OF ORGANISATION ON—

## (i) Industry.

## (ii) Conditions of workers generally.

The effect of Trade Unionism on the railways has so far been most evident in periodical dislocation of traffic, although the fact that direct action has usually been confined to workshop employees has minimised the inconvenience which might have otherwise been caused to the merchant and the travelling public. In calling attention to the growing demands of labour, the unions have to a certain extent contributed to the development of special branches or the appointment of special officers, dealing exclusively with matters of personnel, but otherwise the effect of these organisations on the railway industry as a whole has been negligible.

Nor can it be said that the activities of the Unions have so far had much influence on the conditions of the workers themselves. Such improvements in the conditions of service as have been introduced after employees had resorted to direct action were for the most part under consideration at the time when they went on strike and those changes, which can be said to have been hastened by the action of the Unions have often resulted in a lack of uniformity in the solution of the problems at issue which is to be deprecated.

The comments of various railway administrations on this aspect of the subject are as under :—

*The N. W. Railway.*—Experience has shown that the organisations of workers have not so far been directed so as to affect the conditions under which employees work.

For instance the N. W. Railway Union, which is recognised, claims to embrace the interests of all categories of railway employees. In fact it has never included, all the categories, and even at the time of its greatest popularity in 1921 only a small percentage of workshop employees were members. It consists chiefly of running and clerical staff. Since 1921 it has steadily declined and it has now shrunk to insignificance. In 1928, the union split on the communal rock, and it has more or less since confined itself to the affairs of the Karachi Division. The union has done practically nothing to initiate anything beneficial to its members. As a matter of fact their struggle has been one for existence.

The activities of the General Workers' Union do not appear to have anything in common with the ideals of unionism. The N. W. Railway Compilation Union is composed of clerks belonging to the Statistical Section of the Headquarters Office, and its activities as far as is known to the administration are "*Nil*". The N. W. Railway Accounts Union is composed of the staff in the Accounts Section of the railway and its activities as far as known to the administration are "*Nil*". The National Union of Railwaymen of India and Burma has as far as is known 50 members who are employees of the N. W. Railway, and it is the only union operating within the sphere of the North Western Railway which appears to have any benefits attached to membership.

*The E. B. Railway.*—The Trade Unions on this Railway are not very virile. They concentrate chiefly on grievances of individual employees. The Eastern Bengal Railway Employees Association is however endeavouring to organise itself on Western lines but so far progress has been slight. In general the existing organisations of employees on this railway are not of much value. The staff are apathetic, funds are low and the underlying principles of trade organisation are not understood.

*The E. I. Railway.*—There is no doubt that the object of the organisers of Trades Unions have not been the well-being of the railway employees but the desire to stir up unrest. There is also no doubt that one union at least has been provided with funds from revolutionary organisations. The unions have not affected any improvement whatever in the conditions under which employees work and live. On the contrary they have been the cause of much distress to a large number of employees by persuading them to go on strike.

*The M. S. M. Railway.*—The Union on this railway has only lately been registered and it is too early to judge of the effect of this organisation.

*The S. I. Railway.*—It cannot be said that the organisations in the past have done anything to improve the conditions of the workers or the industry. The effect of the S. I. Railway Union on the staff has been most unfortunate owing to the extreme steps adopted during the strike in July 1928.

*The A. B. Railway.*—The Union of this railway has had no effect on the condition of the employees.

**(119) NATURE OF TRADE UNION ACTIVITIES.****(i) Mutual aid benefit schemes ; unemployment : sickness : old age : strike pay.**

Many of the unions advertise the existence of schemes for the benefit of their members, but in most cases there is no evidence that active steps have been taken to realise projects of this nature. This is not surprising when one remembers that a large number of members do not pay their subscriptions regularly, nor are their numbers sufficiently large for the collection of the necessary sums in view of the small subscriptions which the lower-paid staff can afford to contribute. *The Kanchrapara Railway Workmen's Union*, for instance, in its printed rules states among other objects that its organisation intends to provide against sickness and unemployment ; to provide legal assistance to its members, to render aid to its members during a strike, and to promote schemes of benefit, insurance, etc. When it is realised, however, that the published membership of this union is under 400, it can hardly be doubted that the above are pious aspirations rather than actual schemes in operation. The other Union on the E. B. Railway has a Death Insurance Fund towards which it collects separate subscriptions, but it admits that not more than 1 or 2 per cent. of its members subscribe to this special fund.

*The National Union of Railwaymen of India and Burma* purport to offer the following benefits to its members :—

- (a) Voluntary Legal Defence and Provident Fund which is maintained by a levy of Re. 1 on each member for the benefit of a member being prosecuted for some act in connection with his duties, there is no limit to the amount which may be expended on a member's defence up to the highest court of appeal ;
- (b) Voluntary Death Benefit Fund by which the nominee of a deceased member is paid Rs. 500 on a member's death without any legal formalities, all that is necessary being the membership card of the deceased with the name of his nominee.

**(ii) Other activities.**

The other activities of the Trades Unions which are far more prominent than those mentioned above are in connection with the amelioration of the conditions of service of its members on the part of the railway administrations concerned. These embrace a wide field and include questions in connection with wages, leave, fines, medical facilities, hours of work, security of service, and provident fund benefits. These subjects are rarely dealt with as a whole but are brought forward in the form of protests against some particular administrative action or as incidentals to individual grievances to which latter the Unions attach much importance.

**(120) INDIVIDUAL TRADE UNIONS.****(i) History.**

A brief account of the more important unions on the various railways is given below:—

**NORTH WESTERN RAILWAY.**

(a) *The North Western Railway Union*.—At the conclusion of the strike of 1920 no recognised union existed. In December 1919 an association calling itself the "North Western Railway Association" was started and survived the strike of 1920. As the result of an undertaking given by the Hon'ble Sir George Barnes, the then Member for Railways with the Government of India, that the railway administration wished to encourage the formation of unions which were representative of the railway employees, heads of departments were requested to forward the views of the staff under them as to whether or not they wished to join a union or unions, on the lines suggested by Sir George Barnes. After several meetings the promotion of the "union" known as "North Western Railway Subordinates' Union" was decided on. It was also decided that steps should be taken to give an opportunity to the existing so-called "North Western Railway Association" which was started in 1919 to associate itself with the newly-formed "North Western Railway Subordinates' Union". After several unsuccessful meetings it was at last agreed in January 1921 that the association be absorbed and the "North Western Railway Subordinates' Union" became the "North Western Railway Union" on 1st February 1921. In its early days the administration came forward and rendered it every possible assistance. Special passes and leave were given to its officials and delegates to enable them to attend council meetings, while certain executive officials of the union who are railway employees were lent as wholtime servants to the union for a year. Further assistance was given in the shape of a loan of Rs. 500 and the administration undertook

to collect subscriptions for the union from its members for a period of one year through the men's salary bills. With this assistance the union made some progress. About the middle of the year 1922 matters were not well with the union. Dissensions amongst the leaders became apparent and resulted in the resignation of the president in August 1922. The affairs of the union again appear to have fallen into a bad state in February 1924, due to internal strife, and a split in the ranks ensued, resulting in the formation of a body which called itself the "North Western Railway Employees' Union" which was not recognised by the administration, as a recognised union already existed. On the 25th January 1925 the "North Western Railway Employees' Union" raided the recognized union office and took possession of all records and furniture. After this incident the recognized union tried to show itself worthy of appreciation and there was no trouble up to 1928, when there was again a collapse due to further internal dissension amongst the union officials.

While it claims to embrace the interests of all categories of railway employees, its members consist chiefly of running and clerical staff and its activities are principally confined to the affairs of the Karachi Division though it has branch executive committees on the other Divisions. Its total membership is in the vicinity of 5,000. The administration reports that the union has done practically nothing to initiate beneficial reforms for its members and that as a matter of fact it has had to struggle continuously for existence.

(b) *The General Workers' Union.*—As a result of a split in the North Western Railway Union in 1924, the General Workers' Union was formed by the workmen of the Moghalpura Workshops. Its leaders, who are mostly outsiders can hardly be said to have shown any willingness to co-operate with the administration. When, for instance, it was decided in 1924 to extend the benefits of the State Railway Provident Fund to workshop employees of three years' service and over, the officials of the union actively dissuaded the men from joining the fund representing the new concession as an attempt to obtain greater hold over the employees. With the settlement of certain matters of which workshop employees complained the union has lost its popularity.

#### EASTERN BENGAL RAILWAY.

(c) *The Eastern Bengal Railway Indian Employees' Association.*—This is the most important labour union on the Eastern Bengal Railway, having a membership of about 11,000 employees. It came into existence in 1921 and showed signs of healthy growth which was fostered by the administration by allowing the Union to use the railway institutes for its meetings, and by other concessions. Their headquarters were originally at Lalmanirhat and subsequently transferred to Calcutta.

In May 1924, owing to virulent attacks on the Administration, recognition of the Association was withdrawn. As a logical sequence of the withdrawal of recognition, the Association was prohibited the use of Railway Institutes and buildings for the purpose of holding meetings and it was further announced that application for sanction to the use of railway ground for purpose of such meetings would not be entertained. In 1925, however, the Association reopened the question of recognition and on the understanding that they would endeavour to work harmoniously with the Administration, the prohibitory order issued in 1924 was cancelled and the meetings on the Railway ground were permitted in order to enable the Association to revise their rules and to remove any which were not consonant with their members' obligations as State Railway servants. Since then the Association has been run on a constitutional basis and its present relations with the Railway are harmonious.

(d) *The Kanchrapara Workmen's Union.*—This is a small union, consisting of 376 members. It was started in 1921 with the object of organizing labour on approved lines and its relations with the railway have been fairly harmonious.

The unions on this railway have from time to time made some *bona fide* attempts to improve the general conditions of the workers. The proceedings of their meetings are sent to the administration for consideration and action.

#### EAST INDIAN RAILWAY.

(e) *The East Indian Railway Union, Lillooah.*—This union was started in October 1927 and is led by non-railway men. Its influence or more properly speaking that of its leaders reached its peak when the union was able to call a general strike in the Lillooah workshop in March 1928, but since then its influence has waned. The employees look upon it as a well intentioned body which however, cannot achieve anything of benefit to them.



(f) *The East Indian Railway Union, Moradabad.*—This union has its headquarters at Moradabad and its members are mostly employed on that division though there are also employees of the Lucknow Division in its ranks. Its membership may amount to 2,500. It is recognised to the extent that the Agent has agreed to deal with grievances of a general nature represented by it. Its activities have so far been conducted in an irresponsible manner and its communications couched in unbecoming terms. The union, has, however, brought to notice certain individual and general grievances which call for investigation and which are at present under the consideration of the Agent. There are also reasons to hope that the tone and attitude of the union will in future be of a more helpful character.

#### GREAT INDIAN PENINSULA RAILWAY.

(g) *The Great Indian Peninsula Railway Staff Union.*—This is of the nature of a federation composed of nine small unions with an aggregate membership of some 3,300. It was established in 1921 and was recognised by the administration in 1928. It has generally attempted to conduct its affairs in a constitutional manner, but often attempts to interfere in matters beyond its scope.

(h) *The Great Indian Peninsula Railwaymen's Association.*—This is the largest individual union among railway servants in India, its membership is claimed to extend to 42,000 employees. It was established in August 1928 and received recognition in November 1928. It has many branches on the G. I. P. Railway. Its affairs are not well conducted and it often puts forward ill-considered and impossible demands. Three of its most important leaders are at present undergoing trial in the conspiracy case at Meerut.

On this railway upward of 46,000 employees out of a total of 118,000 are claimed to be members of trade unions. It is doubtful, however, whether all these men pay their subscription regularly. A large majority of members are from the lower-paid staff but certain of the higher paid employees, such as station masters, have also joined. The activities of these unions are considerably influenced by outsiders.

#### BENGAL-NAGPUR RAILWAY.

(i) *The Bengal-Nagpur Railway Indian Labour Union.*—This is the only recognised union on this railway. It has its headquarters at the workshops at Khargpur and has branches at all important railway stations on the line, with an aggregate membership of 14,000 employees. The union was mainly instrumental in declaring the strike which occurred in the early part of 1927 on the Bengal Nagpur Railway.

#### BOMBAY, BARODA AND CENTRAL INDIA RAILWAY.

(j) *The Bombay, Baroda and Central India Railway Employees' Association, Ahmedabad,* and (k) *Bombay, Baroda and Central India Railway Employees' Union, Parel.*—Both these unions were established in 1920. While their avowed aims are more or less common, their attitude towards each other is one of veiled hostility. A great deal of counter-propaganda work is carried out, though there has yet been no open conflict between them. They are both recognised by the railway and their relations with the administration have so far been cordial, but instances have occurred of irresponsible acts on the part of the union officials which it is feared may disturb the existing harmony. The employees' association at Ahmedabad enrolled 3,485 members and claims to have 6,590 employees on its books at present, but this figure is probably in excess of its actual strength. The union at Parel started with a membership of 200 which has risen to approximately 6,300 but its paying members are probably not more than 6,000.

#### MADRAS AND SOUTHERN MAHRATTA RAILWAY.

(l) *The Madras and Southern Mahratta Railway Employees' Union, Perambur.*—This is one of the oldest unions, having been formed in 1919 in the railway workshops at Perambur, and was registered under the Trade Unions Act on 12th May 1928. It has gradually established branches throughout the line and claims to have a membership of 8,000. Its president and two of its office bearers are outsiders; nevertheless its relations with the administration have been amicable.

#### SOUTH INDIAN RAILWAY.

(m) *The South Indian Railway Union.*—At the end of the War, Labour Unions were formed at various centres on the railway, the strongest being at Podanur, under the leadership of a European, Mr. Ernest Kirk, a professional labour union leader, who endeavoured to amalgamate the different unions on the railway into a Central union, called the South Indian Railway Union. This union was granted recognition

by the Administration and afforded all reasonable facilities for its working. The members were given facilities for their meetings, and were allowed to put forward their grievances direct to the Agent, who was prepared to have these looked into and redressed whenever possible. Mr. Kirk's endeavours to form a Central Union were eventually successful, but when this was achieved he was replaced by the President of the Negapatam Workshop Branch of the Union, who was elected President of the Central Union. This Negapatam Branch consisted chiefly of workshop employees, as also did that at Podanur, while other Branches included the running staff.

The removal of the Company's workshops from Negapatam and Podanur to Trichinopoly where modern shops had been built, and the reduction in numbers necessitated thereby, were strongly opposed by the Union, and in spite of every endeavour on the part of the Administration, who offered very generous terms to the employees whose services had to be dispensed with, this opposition ended in a strike in July 1928, a full description of which is given later. As the activities of the Union were not directed in a manner conducive to the good of the staff it purported to represent, the Administration withdrew recognition in July 1928. Further, as the accumulated funds of the Union have been spent in the defence of the leaders in the criminal prosecutions which followed the strike, the activities of the organisation have been brought to a standstill and at present Unions have ceased to exist among the South Indian Railway employees. The effect of the South Indian Railway Labour Union on the staff has been most unfortunate owing to the extreme steps adopted during the strike.

Throughout the period the Union was recognised, the Administration tried to bring to its notice the need for registration under the Trade Unions Act, which however, was never done.

**ALL-INDIA LABOUR ASSOCIATIONS.**—Besides the unions on individual railways enumerated above, there are four associations of an all-India character which are connected with railway employees. These are :—

- (a) *The All-India Railwaymen's Federation,*
- (b) *The Anglo-Indian and Domiciled European Association,*
- (c) *The All-India and Burma Covenanted Non-Gazetted Railway Services' Association.*
- (d) *The National Union of Railwaymen of India and Burma.*

The *All-India Railwaymen's Federation* has affiliated to it 12 unions on various railways, with a total membership of nearly 100,000 employees. It is growing in influence and popularity and in May 1929 Sir George Rainy, the Railway Member of the Government of India, received a deputation of its members and discussed certain grievances which they put forward. The discussion covered a very wide field, including no less than 25 subjects, the more important of which related to wages, the position of daily-rated employees, hours of work and the weekly rest, insecurity of service, appeals, leave, medical facilities, fines, the extension of provident fund benefits and quarters. The Railway Board have initiated an enquiry into a great many of these subjects and the necessary action will be taken after consulting the railway administrations concerned.

The *Anglo-Indian and Domiciled European Association* has 88 branches scattered over India and Burma at almost every important railway centre, e.g., Asansol, Khargpur, Lahore, Kanchrapara, Bombay, Ajmer and Calcutta. Its total membership is over 10,000 of whom about 80 per cent. are railway employees.

The *All-India and Burma Covenanted Non-gazetted Railway Services' Association* was established in 1926 with headquarters in Bombay. It has small branches on important railways and is recognised by the Eastern Bengal, Great Indian Peninsula and Bengal Nagpur railways. Its membership is only 265 employees.

The *National Union of Railwaymen of India and Burma* has branches on the North Western, Eastern Bengal and Great Indian Peninsula railways. It was started by the Amalgamated Society of Railway Servants of India and Burma which came into existence as a sequel to the Great Indian Peninsula Railway guards strike in 1897. This organisation carried some weight during the first decade of its existence, but it has steadily lost ground, its total membership being at present about 2,000 employees.

## (120) INDIVIDUAL TRADE UNIONS—(continued).

### (ii) Attitude of workers and extent of their control.

The attitude of the employees towards the various Trades Unions depends somewhat on the grade of the individual. In many cases the skilled craftsman is not so in-

interested in Union activities as the less literate and lower-paid employees. This is in some ways unfortunate, as if the unions were organised on a craft basis similar to the Amalgamated Engineers Union and Electrical Trades Union in Great Britain, the steady influence of the technical and better educated men might have free play and the activities of the union broadened to include educational and other work of a beneficial nature, rather than being concentrated, as they sometimes are, on political propaganda. The activities of the unions are supposed to be controlled by its members, but owing to the high percentage of illiterate staff in their ranks voting by ballot is practically impossible, and election by a show of hands is often open to abuse. The union leaders are thus often self-appointed, and the affairs of the organisation are generally entirely in their hands. The control which they exercise over the members is limited in extent and sporadic in action. When an industrial dispute comes to a head it may throw up a popular leader who the men will listen to, but the illiterate staff are inclined to follow those leaders who advocate direct action rather than the conscientious office bearer who offers them home truths.

*The N. W. Railway* states that as far as can be judged, the attitude of the staff towards trade combinations appears to be apathetic. It cannot be said that the general run of the staff have the cause of trade unionism really at heart, their connection with the unions being of a *quid pro quo* nature. As regards control by the union over their members, the experience of the administration in this respect is that the union officials appear to have very little or no control. This was exemplified during the unrest of 1923, when the North Western Railway Recognised Union, who professed not to be in sympathy with the strike, was unable to prevent many of their members from joining in the strike engineered by outside influences.

*The E. B. Railway* states that neither of the unions operating on that railway publish a balance sheet and it is not possible to say what real measure of control is exercised by the railway employees.

*The E. I. Railway* reports that employees have no control, other than nominal for propaganda purposes, of the union, except in as much as they supply a portion of its funds. At Lillooah, their attitude towards it was at first one of enthusiasm. Later on when they found that the union could not do anything for them their attitude developed into one of indifference. They are not antagonistic to it except in as much as the majority of them resent paying any subscriptions as they do not receive value for their money.

*The G. I. P. Railway* considers that the extent to which the actual members of the unions control their policy is doubtful and varies from time to time, but it is certain that outsiders have too great an influence. There are three principal unions connected with the G. I. P. Railway: and it is desirable to deal with them separately in this note. *The G. I. P. Railwaymen's Union* is badly conducted. Three of its most important leaders are at the time of writing under arrest at Meerut. The Union puts forward impossible demands which are represented to the staff as reasonable. When the demands are refused, this is stated to be a sign of the want of sympathy of the Administration. Certain of the speeches made at the Union's meetings and many of the articles in the Union's paper are most offensive. *The G. I. P. Railway Staff Union* conducts its affairs better than the Railwaymen's Union, but often quite misunderstands its proper functions and sphere of influence, and attempts to interfere in matters beyond its scope. *The National Union of Railwaymen of India and Burma* displays very little activity at present.

*The M. S. M. Railway* reports that the attitude of employees is at present satisfactory. So far, no question has arisen which would indicate the extent to which the union is able to control its members.

The A. B. Railway reports that the employees are apathetic as regards the union which was started on that line in 1927.

### (iii) Attitude of employers and relations with them.

Generally the attitude of the Railway Board is that unions conducted on sound trade union principles ought to be encouraged and that the registration of a union under the Trades Unions Act should predispose a railway administration to recognise a union, though the degree of such recognition must necessarily depend on the extent to which such union is really representative of the class or classes of staff which it is supposed to represent. The representation of individual grievances by unions is not encouraged since it is considered that adequate machinery for dealing with these already exists, n-

dividuals having the recognised official channels through which they can seek redress. On the other hand no definite ban has been laid on administrations in this respect, and there are many instances of individual grievances put up by a union being enquired into. There is at present little uniformity with regard to the extent to which individual railways enter into relations with their unions nor is it possible or expedient that standardisation should be imposed until some uniformity exists in the constitution and activities of the various Associations.

The Trades Unions are generally loud in their complaints of the lack of sympathy which they receive at the hands of Railway Administrations. Sufficient has already been said in this chapter, however, to demonstrate that individual railways have often attempted to foster the healthy growth of these organisations. In some cases special passes and leave have been granted to union officials and subscriptions have even been collected for a time through the men's salary bills: permission has been granted to hold union meetings in railway institutes and on railway land, with permission to use notice boards for the posting of union intelligence. Agents have repeatedly received deputations from unions regarding matters of common interest and alleged grievances of a general nature, while in some cases individual grievances have been entertained. In many ways individual railways have done their best to guide the activities of their unions. In most cases it is to be regretted that the results of this course of action have been disappointing, and it is not surprising that a change has sometimes taken place in the attitude of an administration towards its union. With the birth of trade unionism on Indian railways at a time of particular economic stress, it was only natural that these organisations should attract the disaffected and more extreme elements among the staff, and it is common experience that the most active members of the unions are generally those who have suffered, what they consider to be, unfair treatment. While isolated cases of victimisation may be possible, there is no doubt that the vast majority of instances which are quoted by the unions are based on a false reasoning. With the consolidation of the Trades Union movement and a more lively appreciation among office holders of the true aims of such organisations, it is to be hoped that their activities will be less irresponsible and their demands more reasonable. As conditions in this respect improve, administrations will be able to co-operate more fully with the unions, and there is no reason why their mutual relations should not be cordial, though the general lack of education among the staff will present difficulties in this respect for some years to come. Freedom of action is granted to the unions for the recruitment or enrolment of members and collection of subscriptions so long as there is no interference with the duties of the railway staff.

Some comments by individual railway administrations on their attitude towards, and relations with, their unions may be of interest:—

*The N. W. Railway* states that the relations with its recognised union are satisfactory, the administration being at all times willing to discuss matters which affect its members on principles which apply to them as a whole. Special leave and passes were for a time given to union members on executive councils to enable them to attend council meetings. The Railway officials have been instructed to give every facility to deputations from the union to discuss matters which affect a class of staff, a majority of whom are union members, and Divisional Superintendents are in the habit of receiving deputations from local committees of the union. The notes issued by the administration for the "guidance of officers in dealing with the union" are reproduced in Appendix M.

*The E. B. Railway* states that their unions are given facilities by the administration to the extent that they are allowed to hold meetings in railway institute halls and on railway ground whenever required, and that the members desirous of attending such meetings are allowed to do so, provided they can be spared, and are granted passes if leave and passes are due. The administration has no cause for objecting to consider any matter of general interest represented by these associations and their relations are harmonious. The administration does not, as a matter of ordinary procedure, encourage the representation of individual grievances, since machinery already exists to meet this end.

*The G. I. P. Railway* states that the Agent receives representations from the Unions on the subject of grievances of the employees, and is prepared to deal with such representation as if they came from individual employees, provided such representations concern the interests of a class of employees and not the case of an individual. The Agent is also prepared to consider cases of individuals, though he does not guarantee to take up each and every case that may be placed before him. In the ordinary course, however, he has enquiries instituted where the case appears to him to warrant such a course. Complete freedom of action has been granted to the Unions for the recruitment or enrolment of

members, so long as there is no interference with the duties of the railway staff. Sanction has been granted in certain cases for meetings of Union members to be held on railway premises. A circular issued by the administration giving the "Terms and conditions of recognition of G. I. P. Railway Unions" is reproduced as Appendix N.

*The B. N. Railway Administration* states that in the matter of leave and passes to Union Officials and delegates on Union business, the rules laid down in the Railway Board's letters Nos. 6419-E., dated the 10th December 1928 and 25th March 1929 are observed.

No correspondence, representation or deputation is received by the Agent, except in connection with a matter which is or raises questions which are of common interest to a class of employees. This rule is based on the rules published with the Government of India, Home Department letter No. F.39, dated the 13th October 1921. Accordingly, the representation of individual cases by Union Officials is not permitted. And as on this Railway special welfare committees have been established on the Districts and a Personnel Officer has been appointed in the Locomotive, Carriage and Wagon and Electrical Shops for the workshop employees, individual employees have all facilities for representing their grievances, and there appears to be no reason for the Trade Unions to interfere in such matters. This is the main point of difference between the Indian Labour Unions on this Railway and the Administration.

*The B. B. and C. I. Railway* states that the relationship between the Unions and the Railway authorities has hitherto been cordial, but signs are not wanting that this may not last. The Unions are out to get a greater hold on the staff and from their publications and speeches it is clear that they are out to cause disaffection. Every effort has and is still being made to work in a spirit of harmony in spite of many instances of irresponsible acts on the part of the Union Officials to gain support of the Railway staff. The facilities offered to unions in the conduct of their business are generous. The Agent receives representations from the unions on the subject of grievances of the employees and is prepared to deal with such representations as if they came from individual employees, provided such representations are in the interests of a class of employees and not a case of an individual, or of individual discipline. The Agent is also prepared to consider cases of individuals, though he does not guarantee to take up each and every case that may be placed before him. In the ordinary course enquiries are instituted where a case appears to him to warrant such a course. He has further authorised heads of departments to receive representations direct from the unions. Unions are permitted to post notices of meetings on railway premises provided they are in terms not objectionable to the railway authorities. Sanction has been granted for meetings to be held, with some limitations, on railway premises. The executive officers of the unions have free access to the Company's Staff Officer and considerable use is made of this facility.

*The M. and S. M. Railway* states that the relations between the administration and the union have so far been amicable.

*The S. I. Railway* states that the administration is not averse to properly constituted and properly organised unions. The Agent is prepared to co-operate in establishing amicable relations between the employers and the employees. The movement, as far as India is concerned, is in its infancy and is very much under political influence from which it must divorce itself before it can effectively represent labour in industrial disputes.

## (121) TRADE UNIONS ACT, 1926.

### (i) Extent to which utilised.

The Indian Trade Unions Act is a comparatively recent measure. One of its objects is to give trade unions which accept registration under the Act, the necessary protection from civil suits and from the criminal laws relating to conspiracy, in order to enable them to carry on their legitimate activities. A registered trade union is required *inter alia* to confine expenditure from its general funds to objects germane to the functions of a trade union and to arrange for the proper audit of its accounts. The registration of a union under the Act predisposes but does not commit a railway administration to accord recognition. As will be seen from Appendix L. the majority of Trades Unions on railways have taken advantage of the facilities provided by the Act.

*The M. S. M. Railway* reports that so far there are only two Trade Unions of Railway employees, both of which have been registered under the Trade Unions' Act, the question of formal recognition is under consideration.

**(121) TRADE UNIONS ACT, 1926--(continued).****(ii) Effects.**

It is too early to judge of the effects of the passing of the Act. It is considered that the achievement of its full benefits will depend very much on the way in which the Regulators of Trade Unions carry out their duties, and the interest which they take in the constitutional growth of the unions. While the Act protects trades unions from undue interference in their activities, the healthy discipline which it also imposes upon them with regard to the submission of correct numerical and financial returns will not be effective unless strict compliance with the Act is insisted upon.

**(iii) Possible amendments.**

The Act has been in operation for too short a time for possible amendments to be suggested, but there is little doubt that a general amplification of its scope will be called for in due course.

**(122) MISCELLANEOUS QUESTIONS REGARDING TRADE UNIONS.****(i) Methods of negotiation between employers and employed.**

As will be seen from item (120) (iii), the methods of negotiations between employers and trade unions have been through written representations submitted to individual railways, and through deputations from the unions which have been received from time to time by various Agents, and on two occasions by the Railway Member of the Government of India. At the second meeting between the Railway Member of the Government of India and the representatives of the All-India Railwaymen's Federation in February 1930, it was stated that the Railway Board would meet a deputation of that body regularly twice a year. At these meetings important general questions put forward by the Federation will be discussed. Hitherto, the questions dealt with have, as a rule, been confined to those of a general nature which affect the conditions of service of employees as a whole, and it is only rarely that administrations have entertained representations regarding individual grievances. The results of negotiations conducted on these lines have been beneficial in some cases, but it is feared that in many instances the demands or recommendations submitted by the unions have been so unreasonable that their consideration has been impossible.

**(ii) Results of attempts at co-operation between employers and employed to increase efficiency of production.**

It will be clear from what has been said in other parts of this chapter, that the question of increasing the efficiency of production has not so far come within the purview of trades union activities. With the mass of illiterate staff who go to make up the rank and file of the unions, it is only natural that questions dealing with the immediate amelioration of conditions should occupy the minds of Indian trade unionists, and that the wider aspects of the industry as a whole, its position in the economic structure of the country, and the financial implications of many of their suggestions should be quite beyond the mental vision of the employees concerned. This concentration on the immediate object is an aspect of trades unionism in India which is fraught with considerable danger and it is to be regretted that those political leaders who have on many occasions interested themselves in the affairs of individual unions, have done little to impress upon the worker the economic and social consequences of ill-considered demands and precipitate resort to extreme measures.

**(iii) Position of employees in State industrial concerns in relation to general Trade Union movement.**

The position of employees in State-managed industrial concerns with regard to their participation in Trade Union activities was somewhat anomalous until 1921 when the Government of India issued rules for the recognition of unions by Government departments. These rules provided that, to obtain recognition, an association must ordinarily consist of a distinct class of Government employees and every Government employee of the same class must be eligible for membership; that no representation or deputation would be received except in connection with a matter which was, or raised questions which were, of common interest to the class represented by the association. Outsiders were not definitely excluded from being office-holders of the associations, but Government reserved the right in particular cases of refusing recognition to associations of which all the office-holders were not either in the active service of Government or honourably retired officer belonging to the class of employees represented by the association. It was also provided that Government could require the regular submission for their information of copies of

the rules of the association, of the annual statement of its accounts and of lists of its members; and that in the event of legislation being passed which would permit of the registration of trade unions, the association, if it desired to be recognised, must be duly registered.

The passing of the Trades Union Act in 1926 has again raised difficulties as there are certain activities which are considered legitimate in the latter which are not countenanced in the above rules. Under these circumstances, the rules promulgated in 1921 have been somewhat relaxed pending the Government's final decision as to such steps as it may be necessary to take.

## CHAPTER XV. INDUSTRIAL DISPUTES.

### (123) EXTENT OF STRIKES AND LOCK-OUTS.

#### (i) Causes ;

#### (ii) Duration and Character :

#### (iii) Nature and methods of settlement.

#### (iv) Loss to industry and workers.

Strikes in India were rare before the War. The years which directly followed the cessation of hostilities, however, witnessed the inception and rapid growth of the Trades Union movement, and owing to the unstable economic conditions which obtained at that time, the workers on various railways frequently resorted to direct action. Strikes have been less frequent of recent years, but they are still regrettably numerous. The industrial worker has become more class-conscious as a result of the economic and political influences which have come into play since the War. This awakening is noticeable in varying degrees among the different branches of railway service but is most marked in the workshops, where employees are concentrated and have learnt to form themselves into unions besides being more amenable to extraneous influences.

A list of strikes on railways since 1920 is contained in Appendix P with such particulars as are readily available. It is significant that out of the 48 strikes which occurred during the last decade, no less than 27 synchronized with the economic and political unrest which swept through the country in 1920-21. Twenty-six were almost entirely confined to workshops, 4 originated in workshops and subsequently spread to other branches, 2 were in railway collieries and 16 were general strikes on the line.

A considerable number of these strikes only lasted a day or two. Out of the total of 48, as many as 22 were settled within a fortnight, while another 13 did not last longer than a month. Only six out of the 48 can be described as protracted strikes which lasted for more than three months. From the dates on which strikes have been declared, it would appear that the first half of the year (February to June) is the most critical period, very few strikes having started between July and November.

The underlying causes of many of these strikes are often obscured by events which precipitate them. The discharge of an employee may be the immediate cause of men downing tools, even when they feel that the action of the authorities is quite justifiable. Discontented workmen will often seize on some flimsy pretext to start a strike and—in India at any rate—be quite unconscious of the underlying motives which have induced them to act. In many instances, therefore, formulation of the workers' "demands" has followed and not preceded the cessation of work, and the feeling that they had already committed themselves has sometimes led the men to exaggerate the tale of their grievances. The alleged causes of each dispute have been indicated in Appendix P but when it is remembered that more than half the strikes since 1920 occurred in two years (1920 and 1921) it is clear that the ultimate cause of these disputes was the general instability of economic conditions during that period. Considering the strikes as a whole 14 are said to have been caused by grievances regarding wages and other service conditions ; 8 were declared as a protest against discharges, dismissals, etc., though it is doubtful if these were the real causes ; 5 were due to extraneous influences and it is probable that these forces were a contributory cause in some of the others.

Strikes have so far generally been settled by direct consultation between representatives of the men and the administration concerned. In the case of the strikes in 1920-21, the problems in regard to pay and other questions which caused the disputes were generally under active consideration before the strikes started, so that the alleged effectiveness of the men's action was spurious. This unfortunately fostered the impression that any demands, however, extravagant could be obtained by direct action and the fallacy of these ideas is only slowly being realized. The result of these circumstances has been that most of the strikes in 1920-21 can be said to have ended in favour of the employees though owing to the ill-considered demands of the men, the reverse has been the case in recent years.

It is extremely difficult to estimate the loss caused to the industry in consequence of these disputes. Many of the most serious strikes occurred in workshops and their imme-



date effect was a considerable saving to the administration in wages and material. On the resumption of work arrears had to be made up this occupied many months and it is often impossible to estimate what proportion of expenditure during this period can be attributed to the stoppage. In one case, however the decision that the men should receive full wages during a lockout resulted in a dead loss to the railway of nearly five lakhs of rupees. Strikes on the line have not been financially injurious to any great extent except in two or three cases, though the loss in goodwill due to the inconvenience caused to the public should not be lost sight of. The greatest sufferers so far have been the employees themselves, as the unions have rarely been in a financial position to alleviate distress caused by the loss in wages; a circumstance that has often embittered the dispute.

Damage to property due to lawlessness has occasionally been serious, but considering the ignorance of the majority of those who have participated in these strikes, as to the limit to which direct action can be tolerated by the community, instances of this nature have been comparatively rare. Some indication of the losses in this direction is given in Appendix P.

**HISTORY OF RECENT STRIKES.**—A brief account of the serious strikes which were declared during the last four or five years is given below :—

- (a) **STRIKE IN 1925 ON THE NORTH WESTERN RAILWAY.**—On the 26th March 1925 some of the staff in the Rawalpindi locomotive shops on the North Western Railway refused to work. The ostensible cause of the strike was the discharge of a fitter for neglect of duty and for trying to foment dissensions in the shops. This incident was, however, not so much as mentioned in the statement of "demands" issued by the strike leaders which included a 50 % increase in wages. The real cause must be sought for in the internal affairs of the North Western Railway Union. While the union itself was not in favour of declaring a strike, three leaders who are said to have forcibly seized the union offices made use of the incident mentioned above in order to establish their position and without any ballot being taken a general strike was proclaimed apparently on the sole authority of the working committee. This strike spread to various parts of the line and ended about the third week of June 1925. It was restricted almost entirely to the illiterate Indian subordinates and lower paid staff. The number of men affected was about 20,000. On the conclusion of the strike most of the men were re-instated on the old rates of pay and the break in their service was eventually condoned.
- (b) **STRIKE IN 1927 ON THE BENGAL NAGPUR RAILWAY.**—Serious strike occurred during the early part of 1927 on the Bengal-Nagpur Railway. The Agent received a deputation from the Bengal Nagpur Railway Indian Labour Union in November 1926 and discussed the demands for increased wages and other grievances which had been formulated by that body. He gave a detailed written reply in January 1927 and subsequently granted an interview to the president of the union at which the threat to resort to direct action was withdrawn. Examination of the points remaining undisposed of was proceeding when, on the night of 11th February, after attending a union meeting, a large body of workshop hands got out of control and attempted to take possession of Kharagpur Station. Next day the Kharagpur Branch of the union declared a strike within its jurisdiction and a few days later the central council of the union declared a general strike over the whole line. The number affected varied from day to day, the largest number being 21,000 of whom 10,000 belonged to the shops at Kharagpur. On the 8th March the Union decided to call off the strike.

**Workshop reorganization.**—As a result of the introduction of improved workshop methods and organization on the lines suggested by the State Railway Workshop Committee which sat in the year 1925-26, a substantial reduction in the labour force of workshops became expedient and this led to labour unrest, culminating in serious strikes in the workshops of the Bengal-Nagpur and South Indian Railways.

- (c) **Strike in 1927 on the Bengal Nagpur Railway.**—As a result of the reorganization mentioned above the Bengal-Nagpur Railway Administration estimated that a reduction of about 1,600 men in the workshops at Kharagpur had become possible, and in August 1927 the Agent announced his intention of reducing the labour force at Kharagpur by this number. At the same time, he offered special terms to workmen who were willing to resign and these were accepted by about 300 men. The reduction was, however, resented by the

workmen and on the 7th of September when notices of discharge were issued they adopted a policy of passive resistance attending the workshops but doing no work. This continued until, on the 12th of September, the Agent was constrained, by the fear of disturbances among the men, to close the workshops until such time as he should receive an assurance from the men's leaders that they were willing to work. The workshops were eventually re-opened on the 8th of December 1927 and men were given pay for the entire period the shops remained closed. As vague charges of victimization and unfair treatment had been made, the Agent decided to depute an officer of the Bengal Nagpur Railway, who was not connected with the management of the workshops, to examine the list of discharges and to report to him. At the request of the Agent the Government of India also agreed to depute an officer to be associated with the officer nominated by the Agent in this enquiry, the object of which was not only to review the list of selections for discharge in order that any cases of unfair treatment might be brought to notice, but also to examine the application to individual cases of the rules and orders under which the sums due to the men discharged had been determined and to see that due consideration had been or would be paid to any cases of special hardship. As a result of this enquiry 23 workmen who had been discharged were reinstated, and in a few cases the compensation given to the men who had been discharged was enhanced.

In view, moreover, of the anticipated necessity of effecting reductions in the workshops of other railways as well as a further reduction at Kharagpur, the Government of India considered it desirable that the question as to how such reduction could best be effected should be fully investigated and deputed two officers, one a railway officer with workshop experience and other a non-railway officer of administrative experience with a knowledge of labour conditions, to visit the railways on which reduction in workshop labour was understood to be imminent. The duties of these officers were to report to the government regarding the arrangements which should be made in order to secure as far as possible efficient and economical working in the workshops concerned and at the same time to safeguard the interests of the workmen when a large reduction of establishment was found necessary. In particular, the non-railway officer was specially charged to report in each case what terms would suffice to secure a substantial number of voluntary resignations and the terms which ought in fairness to be given to the men selected for compulsory discharge, when that became unavoidable. As a result of the committee's recommendations it was decided to offer double the ordinary rate of gratuity (i.e., full instead of half-a-month's pay per year of service) to men who voluntarily resigned their appointments and extra gratuity at the rate of 50% to men selected for compulsory discharge. It was also decided to grant a bonus of half-a-month's pay to men transferred to workshops at other places to compensate them for the expenses incidental to moving their homes. In the case of Lillooah workshops, it was further decided to spread the reduction over a period of 20 months to enable a greater portion to be effected by normal wastages.

(d) *STRIKE IN 1928 ON THE EAST INDIAN RAILWAY.*—This strike started on the 7th March 1928 with trouble in the Lillooah workshops. It was caused by outside agitators and the workmen demanded a 25% increase in wages, improved leave privileges and free houses or house allowance. The strike lasted up to the 10th July with subsidiary strikes at Howrah, Ondal and Asansol. On the 30th of July the men in the Lillooah shops again downed tools and resorted to disorderly behaviour. Thereupon the shops were temporarily closed. The Agent issued a notification on the 6th of August that the pay of certain classes of lower paid workmen in the Lillooah shops would be increased with effect from the 1st August 1928 and that an investigation would be made into the housing conditions at Lillooah. He also announced his intention of opening the shops on the 8th August 1928. The men resumed work on the 8th August. With the exception of the serious disaster at Dankuni, where an express train was derailed owing to a rail having been removed, no serious inconvenience was caused during the strike to the travelling public. But as a result of the above derailment the engine and five coaches of the train were badly damaged and 18 passengers were killed and 32 injured. There was one other serious incident in connection with this strike. This happened at Bamangachi where, on account of the disorderly behaviour of the workmen and their attempt to induce men to down tools in the locomotive yard, the police were compelled to fire

- (c) **STRIKE IN 1928 ON THE SOUTH INDIAN RAILWAY.**—The trouble on the South Indian Railway started on the 29th June 1928 when the workshop staff at Golden Rock, Negapatam and Podanur downed their tools after the Agent had announced his intention of reducing the number of workshop staff. The men were found surplus to requirements owing to the proposed concentration of the works at Golden Rock where modern workshops had been built with the introduction of labour-saving devices. When the workmen refused to work on the 20th June 1928, the shops were closed and this was declared a lock-out by the South Indian Railway Labour Union. The union formed a strike committee of which two professional labour leaders were prominent members. Workshop labourers who were sent out on the line intimidated the station and permanent-way staff and brought about a general strike which was declared on the 19th July and spread through the metre-gauge portion of the railway. During the short period of the strike there was great dislocation of traffic, and the public were seriously inconvenienced by the strikers attempting to interfere with the running of trains. There was also considerable rioting and stone-throwing, and the police were compelled to open fire on the crowd, at Kattupakkam and Kodaikanal Road on the 21st and 23rd July. Owing to malicious tampering with the permanent-way two passenger trains were derailed, 3 passengers were killed and 42 injured. The strike leaders were arrested for rioting and conspiracy.

The strike on the line ended on the 29th July 1928, the men returning unconditionally. The workshops at Golden Rock and Podanur were re-opened on the 31st July 1928 and while a proportion of the men resumed work, most of them tendered voluntary resignations and availed themselves of the double gratuity offered by the administration. The number of men involved in the strike was about 17,000 of whom 6,000 were workshop employees. The total loss sustained by the railway including loss in earnings, is estimated at Rs. 14,00,000, while the loss to the staff was forfeiture of pay for the period they were away from work.

\* *The B. N. Railway states as follows in connection with items (b) and (c) above :—*

The most serious strike took place in 1927 when the Workshops staff kept away from work from the 11th February 1927 to the 10th March 1927. The Indian Staff on the line generally were drawn into the strike at the instigation of the Indian Labour Union. The total number affected was 21,326 and the original cause was a demand of the employees for increased wages and other alleged grievances. The loss to the employees in wages amounted to about Rs. 3.76 lakhs out of which a sum of about Rs. 1.16 lakhs was paid out in Bonus to the employees who had remained loyal during the strike. The loss to the Railway cannot be estimated in money but the postponement of repairs and renewals of Rolling Stock by the cessation of work in the shops caused serious inconvenience and deterioration of stock, the ultimate repairs of which cost more than what would have been spent had the repairs and renewals been taken in hand at an earlier stage.

Then followed a closure of the Workshops at Kharagpur from the 12th October to the 7th December 1927. In spite of the settlement reached on the 10th March 1927 when employees returned to duty, labour conditions in the Workshops continued to be disturbed. Constant unrest prevailed and the Administration were obliged to issue a notice on the 12th September 1927 declaring that the shops would be closed until such time as an assurance was forthcoming that the men intended to work. This closure was not tantamount to a lock-out and the staff were paid for a full month from the 12th September to the 11th October 1927 although the shops were virtually closed. From the 12th October 1927, a definite lock-out was declared and the staff were informed that they would not be paid until such time as the authorities were given an indication that the employees would work if the shops were re-opened. As a result of the interview that took place on the 5th November 1927 between the Railway Member of the Government of India and the President of the Bengal Nagpur Railway Indian Labour Union accompanied by two Members of the Legislative Assembly the shops were re-opened on the 7th December 1927.

The men were paid for the period of lock-out proper from the 12th October 1927 to the 7th December 1927. The amount so paid was Rs. 4.79 lakhs.

**(124) CONCILIATION AND ARBITRATION MACHINERY.****(i) Results of previous investigations.****(ii) Part played by official or non-official conciliators in settling disputes.**

Up to the present there has been a tendency to allow railway administration to settle disputes culminating in direct action except where it appeared that the intervention of the Government of India in the Railway Department would be productive of useful results. Such action has always been taken in the case of the more serious strikes, and has generally taken the form of consultation with the administration concerned with a view to insuring that its deliberations with the representatives of the workmen were fruitful of results, on lines which not only appeared fair and equitable, but were in accordance with the general policy of the Government of India in regard to the questions at issue. In so far as the office-bearers of many of the unions were not railway employees, it may be said that non-officials have participated in the settlement of disputes, but otherwise Local Governments and outside agencies have rarely taken part in conciliation.

On the *S. J. Railway* in 1926, the Agent offered to submit the questions relating to the new Golden Rock Workshops which were causing unrest among the workshop staff to the arbitration of the Labour Commissioner to the Government of Madras. The Labour Commissioner heard the case and made his award, but the award was never officially accepted by the Union or the men and the matters in dispute remained unsettled until the strike of 1928 took place.

**(iii) Use, if any, made of Employers' and Workmen's Disputes Act, 1850.**

This Act is intended to settle disputes which may arise between a railway administration and its employees engaged on the construction of a new line. Its work is almost always carried out by contractors and the administration has little or no direct dealings with the labour employed. The Act does not appear to have been operative in the settlement of any disputes of this nature which may have arisen or in any other matters as far as railways are concerned.

**(iv) Joint standing machinery for regulation of relations between employers and workpeople.**

The only joint standing machinery which can be said to exist for the regulation of relations between railway administrations and their employees are the staff councils and welfare committees which have lately been instituted on various railways in a variety of forms. Full details regarding these are given in Chapter II.

**(v) Opportunity afforded to workpeople of making representations.**

This aspect of the problem has been fully dealt with in Chapters II and XIV.

The *B. B. & C. I. Railway* adds that there is a recognised channel for the ventilation of grievances and submission of appeals. Representations forwarded in the proper manner receive every consideration. The following order pertaining to appeals have been specially brought to the notice of the staff and they have been instructed to strictly adhere to the procedure laid down therein :—

*“ Memorials to the Home Board and Agent, Mode of submitting. —* Memorials, representations and appeals from the staff addressed to the Board of Directors must be submitted, through the Heads of the Department concerned, to the Agent, who will place before the Board all the facts necessary for their decision. Representations and appeals addressed to the Agent must be submitted in the same manner that is, through the Head of the Department concerned. District Officers receiving such representations and appeals will forward them with their remarks without delay to the Heads of their Departments, who will transmit them to the Agent.”

**(vi) Applicability to Indian conditions of Industrial Court, Trade Boards, Joint Industrial Councils.**

The benefits which might be derived from the institution of Industrial Courts, Trade Boards or Joint Industrial Councils in this country, would depend very much upon the way in which the organization and functions of such bodies as they exist in the west, were modified to suit the peculiar conditions which exist in Indian industries. The present position with regard to the development of trade unions has been fully described in Chapter XIV from which it will be seen that they have still a long way to go before they can be

considered comparable to similar associations in Europe. The majority of their members lack sufficient education to understand the true functions of a union, or the legitimate means by which it can be of benefit to the industry as a whole and its members in particular. Until the Unions can divorce themselves from political influences and relate their demands to the general economic conditions which obtain in the country, not forgetting the peculiar relationship between agriculture and industry, it is doubtful if the participation of these bodies in the organisations suggested at the head of this item would be fruitful of any beneficial results.

The position of the railways is also peculiarly difficult in this respect as it is presumed that the management of these Boards would be left to Local Governments. This would probably lead to a lack of uniformity in dealing with problems on all the larger railways which traverse more than one province. This difficulty is in slight evidence with regard to the working of the Factories Act, and it might possibly become acute if provincial Governments are entrusted with the organization of Trade Boards, etc. At the same time there is every likelihood that machinery on these lines will eventually become necessary. It is thus clear that comprehensive investigation and mature consideration is essential in order to avoid the possibility of precipitate action which might result in the inception of impracticable schemes.

### (125) TRADES DISPUTES ACT.

It is obvious from recent legislation that the question of providing a suitable and efficient machinery for the prevention and settlement of disputes on railways has engaged the consideration of the Government of India and the Railway Board in recent years. The Trade Disputes Act passed by the Legislature in March 1929 is a logical corollary to the Trade Unions Act which preceded it a few years ago. Its object is to help not only in the settlement but in the prevention of trade disputes through the agency of courts of enquiry and conciliation boards. It further makes a strike illegal which has an object, other than the furtherance of trade disputes within the trade or industry in which the strikers are engaged, and is designed or calculated to inflict severe, general and prolonged hardship upon the community. Special provision is made for public utility services in which a strike will also be illegal unless it is preceded by not less than 14 days previous notice, and the following railway services have for this purpose been declared to be public utility services :—

- (a) Operating, transportation, commercial and traffic services, in so far as these comprise the work of —
  - (i) drivers, shunters and firemen,
  - (ii) guards (including pilot and gunner guards) and brakemen,
  - (iii) station staff,
  - (iv) yard staff,
  - (v) staff employed with coal pilots in colliery sidings,
  - (vi) staff employed in connection with the consignment and delivery of goods and mineral traffic,
  - (vii) control staff,
  - (viii) locomotive shed staff, including shed workshop staff, Locomotive inspectors and boiler inspectors,
  - (ix) pump engine staff,
  - (x) carriage and wagon staff of train-examining stations and sick lines and carriage and wagon inspectors,
  - (xi) cabin staff
  - (xii) gatekeepers, and
  - (xiii) wharf and ferry staff, including ghat staff.
- (b) Way and works service, in so far as it comprises the work of—
  - (i) way and works staff employed on the maintenance of track,
  - (ii) way and works staff employed on the maintenance of bridges,
  - (iii) way and works staff employed on the maintenance of signals, interlocking and cabins, and
  - (iv) gatekeepers.
- (c) Electric power and gas services, in so far as they comprise the work of staff employed on the operation and maintenance of installations for trains, stations and yards.

- (d) Miscellaneous services, in so far as they comprise the work of—
- (i) watch and ward staff at stations and in yards,
  - (ii) conservancy staff, and
  - (iii) fire brigade staff.

It would be premature to hazard a definite opinion as to how the Act will operate. The principles underlying it are inherently sound and wholesome, but in the present unorganized state of trade unionism in this country its practical application is fraught with difficulties due to the absence on the workers' side of any effective means of representation. It would appear that it should stimulate the healthy development of trade unionism and so produce satisfactory representation of, and control over, the workers, but past experience does not warrant great optimism as to the immediate future. The Act moreover does not provide any very effective measures of preventing disputes.

## **(126) ATTITUDE OF GOVERNMENT.**

### **(i) Towards trade combinations.**

The attitude of Government towards trade combination may be gauged from the tenor of recent legislation as exemplified by the Trade Unions Act and the Trades Disputes Act, while the difficult question of the position of employees in industrial undertakings managed by the State has been touched upon under item (122) (iii). As far as the Railway Department of the Government of India functions as an employer of labour, its general policy has been indicated in Chapter XIV. The Railway Board has always shown that it is anxious that trade unionism should develop and flourish along constitutional lines. This attitude is not inconsistent with the opinion that the majority of trade combinations which exist in this country at present are not sufficiently developed or representative to make regular consultations productive of beneficial results.

### **(ii) In connection with industrial disputes.**

The Trades Disputes Act, which has lately been passed, has, as its objects the prevention and settlement of industrial disputes, and the attitude of the Government towards these may be gauged from a perusal of the provisions of this Act. While legislating in this manner for the whole of the country, an attempt has been made to limit the enactment to main principles; for it is recognised that Local Governments must take an active part in promoting the well-being of the industries within their own territories. The Railway Board are continually seeking means which will prevent disputes between railway administrations and their employees from affecting the smooth working of railways or resulting in direct action. It should be clear, however, from what has been said in another part of this memorandum, that the facile solutions of the professional politician or the Union official are rarely helpful when applied to actual conditions as they exist in the complicated social and economic structure of the country, and no Government can abrogate its responsibility to the community as a whole by embarking on ill-considered schemes which affect the interests of particular classes.

## CHAPTER XVI.

## LAW OF MASTER AND SERVANT.

**(127) EFFECT OF REPEAL OF WORKMEN'S BREACH OF CONTRACT ACT.**

There is no record of any use having been made of the Act. No remarks are, therefore, necessary under this head.

**(128) TYPES OF CONTRACT COMMONLY IN USE.**

The only contract commonly entered into with railway employees is the service agreement executed on appointment. Copies of typical service agreement bonds are reproduced in Appendix Q. This contract is generally only used in connection with monthly rated employees, but on certain railways, e.g. the *M. S. M. Railway*, the service agreement is also executed by daily rated staff.

The principal clauses in the service agreement relate to :—

- (a) liability to dismissal for grave misconduct or indebtedness. The form of agreement used on the *M. S. M. and S. I. Railways* goes further and gives the appointing authority power to dismiss the employee for any reason which may appear to it sufficient,
- (b) liability to discharge on a month's notice or a month's pay in lieu of notice. The form in use on the *B. N. W. and R. K. Railways* also provides for the liability of an employee to be discharged when the slack season sets in, or to be put on compulsory leave without pay,
- (c) obligation on the part of the employee to give one month's notice of his intention to resign and
- (d) liability with regard to fines.

NOTE.—The form in use on the *B. N. W. and R. K. Railways* also lays down that the salary of an employee is incremental and that any advance is at the discretion of the employer.

The *M. & S. M. Railway* have had three Forms of service agreement in use hitherto which are all under revision :—

- (a) Form G. 43 is executed by all Subordinates subject to a month's notice in all Departments.
- (b) Form G. 43-A is executed by Workshop employees, i.e., daily rated staff of the Mechanical, Engineering and Power Branch of the Transportation Department — (1 form in English and 1 in English and Tamil).
- (c) Form G. 113 is executed by employees who are required to deposit security for the faithful performance of their duties.

N.B.—The *M. S. M. Railway* service agreement forms have not been reproduced as they are under revision. Item (9) of the service agreement is similar to item (10) of the *S. I. Railway* service agreement reproduced in Appendix Q (v).

**(129) EXTENT TO WHICH—****(i) Civil, (ii) Criminal Law is available and used for enforcement.**

The only cases in which civil law is resorted to are in a few cases of ejection from quarters. Criminal law, which is usually enforced by the Police, is only utilized in serious cognizable cases such as theft, embezzlement or fraud, also at times when serious breaches of railway rules occur leading to loss of life. It is rarely that the activities of the law have a direct bearing on the clauses of the agreement as far as employment is concerned and there is a general tendency to deal departmentally with any offences in this respect and to terminate the agreement of those employees who are considered unprofitable.

**(130) MADRAS PLANTERS LABOUR ACT, 1903.****(131) COORG LABOUR ACT.**

These do not concern railways.

**(132) EMPLOYERS' AND WORKERS' DISPUTES ACT : IS IT USED**

There is no record of this Act having ever been used on railways.

## CHAPTER XVII.

### ADMINISTRATION.

#### (133) CENTRAL AND PROVINCIAL LEGISLATURES. ACTION AND ATTITUDE ON LABOUR QUESTIONS.

In the Central Legislature the following are the principal Acts, affecting labour, which have been passed during recent years :—

- (a) Three Acts amending the Factories Act of 1911 ; one of which constituted a radical revision of that Act in almost every direction ;
- (b) A new Mines Act passed in 1923 and an amending Act passed in 1928 ;
- (c) The Workmen's Compensation Act, 1923, with four amending Acts passed in 1924, 1925, 1926 and 1929 ;
- (d) The Trade Unions Act, 1926, with a minor amending Act passed in 1928 ;
- (e) The Trade Disputes Act, 1929.
- (f) Indian Railways (Amendment) Act (Act XIV of 1930).

From the above it will be seen that there has been considerable activity in regard to labour legislation in the last few years. In addition to the Acts passed a bill, known as the Weekly Payments Bill, was introduced in September 1925 by Diwan Chaman Lal with the object of providing for the payment of wages on a weekly basis. This Bill was however, withdrawn by its sponsor on an assurance being given that the question of the prompt payment of wages would be considered by Government.

In recent years the Legislative Assembly has evinced considerable interest in railway labour and this subject has occupied a prominent place in the Assembly during question time. The questions asked have covered a wide range of subjects including recruitment, pay prospects, racial discrimination, cases of discharge and dismissal, etc. Such matters are also frequently brought up and discussed during the debate on the railway budget. In the provincial legislatures the same interest in the railways has not been evinced. This of course is natural in view of the fact that the Administration of the railways is concentrated under the central government.

#### (134) INTERNATIONAL LABOUR ORGANISATION.

- (i) Ratification of Conventions and action taken.
- (ii) Its effect on legislation, etc.

The Washington (Hours of work) Convention was ratified by the Government of India in July 1921 and the Geneva (Weekly Rest) Convention was ratified in June 1923. Since the ratification of these Conventions, the Indian Factories Act has been amended so as to conform to the provisions of the Conventions, and all Railway Workshops are, therefore, complying with the latter. In like manner all labour in Railway collieries is controlled by the Indian Mines Act which was passed in 1923 to implement the provisions of the two Conventions referred to. As already explained in Chapter IX, it was first of all thought that other classes of railway labour could be brought within the Conventions by executive order and that resort to legislation would be unnecessary. It was decided, however, that this was not the case, and a bill to amend the Indian Railways Act, with a view to fulfilling the obligations of Government with regard to both the Washington and Geneva Conventions in respect of railway labour which is not governed by the Factories Act, has been passed by the Central Legislature.

#### (135) RELATION BETWEEN CENTRAL AND LOCAL GOVERNMENTS.

This question does not directly concern the Railway Department, but a word may be said with regard to the administration of labour legislation by Provincial Governments in view of the fact that most railways serve more than one province ; parts of the N. W. Railway for example, passing through as many as five provinces. It is impossible, and in fact undesirable, that Provincial Governments should be restricted in their application of central legislative Acts to the peculiar conditions which exist in each locality, but this must of necessity result in a lack of uniformity in the application of a particular Act on different parts of a railway. Instances of this have come to light with regard to the Indian Factories Act. So far the anomalies have not been very marked and the problem cannot be said to be acute, but with the development of labour legislation, and the



interest which Provincial Legislatures take in the industrial affairs of their provinces, there is some possibility that this problem will attain considerable dimensions.

### **(136) ADMINISTRATIVE AUTHORITIES IN VARIOUS GOVERNMENTS.**

#### **Work of special labour offices or officers.**

The only officers who come into contact with railway labour are the Factory Inspectors who inspect railway workshops.

### **(137) EFFECT OF DIFFERENCES IN LAW OR ADMINISTRATION IN INDIAN STATES AND BRITISH INDIA.**

Although the Acts mentioned under item (133) apply to British India only and not to Indian States, it is surprising that little or no difficulty has been experienced with regard to railway labour in consequence of this difference. As mentioned under item (51) it has been alleged that railways have tried to evade responsibility with regard to compensation under the Workmen's Compensation Act when accidents have occurred in Indian States but no specific case has been brought forward while numerous cases can be quoted where compensation was paid in these instances. At the present time therefore it may be said that these differences in law do not present appreciable difficulties but the problem may become one of importance with the development of labour legislation.

### **(138) ACQUAINTANCE OF WORKPEOPLE WITH FACTORY LEGISLATION.**

Copies of the prescribed sections of the Factories Act are, in accordance with the provisions of the Act, exhibited in the workshops both in English and the Vernacular and the workmen are generally acquainted with its main provisions by this means, as well as through the medium of the unions and welfare committees. The growth of claims under the Workmen's Compensation Act would indicate that the provisions of the Act are now more generally known than was the case at first. With the growth of unionism, the development of welfare and similar committees and the appointment of more officials dealing exclusively with matters of personnel, there will be great facilities for the dissemination of information among the workmen regarding labour legislation.

### **(139) FACTORY INSPECTION.**

### **(140) MINES INSPECTION.**

No remarks.

### **(141) RAILWAYS (STATE AND COMPANY) ADMINISTRATION OF QUESTIONS AFFECTING PERSONNEL.**

This subject has been dealt with in Chapter II under items (10) and (13). Briefly speaking, questions affecting personnel are dealt with, in the case of workshop employees, by the Works Managers, or where a Personnel or Employment Officer is provided, by such an Officer. Questions affecting colliery staff are administered by the Colliery Superintendents. Those affecting the staff of other branches, namely, the Traffic, Locomotive (Power), Carriage and Wagon (on the line), Engineering, Stores and Medical Branches, are dealt with by the District Officers on railways organised on a Departmental system, or Divisional Personnel or Staff Officers on railways organised on a Divisional basis. Supervising subordinates have little or no powers, their duties being confined mainly to supervision.

Questions affecting higher-paid subordinate staff are dealt with on railways organised on a Departmental system by heads of departments. The procedure for dealing with personnel questions at headquarters on the *E. I. Railway* and *G. I. P. Railway* which have been reorganised on a Divisional basis, is also on the same lines. On the *N. W. Railway*, however, a central branch, called the Personnel Branch, has been formed in the Agent's Office under a Deputy Agent, Personnel, which administers all questions affecting the staff referred to headquarters. Similar action with a view to the formation of a Personnel Branch has recently been taken on the *E. B. Railway*. The Personnel or Staff Officers both at headquarters and on the divisions, wherever such officers are provided, act in close consultation with the technical officers of the branches concerned.

The *B. B. & C. I. Railway* states that broadly speaking, questions relating to personnel on the superior establishment are vested in the Home Board and to the subordinate establishment in the Agent. For purposes of convenience and with a view to ensure efficient

and prompt despatch of staff matters which, being personal, require to be dealt with as expeditiously as possible certain of the Agent's powers have been delegated to Heads of Departments.

As regards any organisation to deal with personnel questions these questions are, as a rule dealt with by, or through, the respective departments and when the questions are of a nature which affects a whole class or classes of employees or involve important principles or departure from existing practice, special committees are appointed to investigate and submit recommendations to the Agent. Recently a special Staff Officer has been appointed by this Railway and is attached to the Agent's office. He enquires into the grievances of the staff, attends to representations received through Unions and when possible settles minor matters with the Secretaries of the Unions and the Departments concerned direct. The Staff Officer is always associated with special committees appointed to consider staff matters, and it is probable that the field of his activities in respect of questions touching personnel will gradually be enlarged.

*The S. I. Railway* adds that the railway is worked under a contract with the Secretary of State for India by the South Indian Railway Company. The Secretary of State reserves to himself the power to sanction the creation of posts carrying a salary of over Rs. 600 per mensem in the subordinate cadre and all posts in the superior cadre. All appointments of personnel to these and all other posts on the railway rest with the Company and the employee in all cases is the servant of the Company. The Company's rules and regulations such as those pertaining to Provident Fund, Gratuity, Leave and other conditions of service are in nearly all particulars identical with those issued by the Government of India for the working of State Railways.

#### **(142) PLANTATIONS, DOCKS AND OTHER INDUSTRIAL ESTABLISHMENTS.**

##### **Extent and nature of inspection.**

This does not directly concern the Railway Department.

## CHAPTER XVIII.

## INTELLIGENCE.

## (143) EXISTING STATISTICS.

(i) *Extent and use.*

Although statistics dealing with the various phases of railway operation have been compiled for many years, according to methods which compare favourably with those employed in countries where railways are more highly developed ; attention has so far been concentrated on operating and financial figures, and statistics dealing with the personnel of the Railways are by no means so elaborate as those which have been found necessary in Europe and America. Until recent years, it was not considered that the cost of labour called for detailed analysis, and it is only due to recent developments and the growing volume of industrial legislation that the compilation of staff statistics on a comprehensive scale has become necessary.

In volume I of the Annual Report prepared by the Railway Board, a chapter is devoted each year to staff matters. These chapters give a certain amount of statistical data together with information of a general nature. It will be noticed that the question of racial discrimination and communal representation occupies a prominent place in these reports.

The following is a brief summary of those statistics which are regularly compiled by all class I Railways and submitted to the Railway Board. They are all annual returns unless otherwise stated :—

(a) *Numbers of Railway Staff by communities. Officers and Subordinates.*—This is a most comprehensive numerical return giving the numbers on 1st of April for the current and preceding years by branches or departments, according to communities. These communities comprise Europeans, Hindus, Muslims, Anglo-Indians and Domiciled Europeans (the last four being designated "Statutory Indians") with "other classes."

The figures regarding officers appear in volume I of the Railway Board's Administrative Report, Appendix F.

(b) *Number of appointments created and vacancies filled.*—This return is restricted to officers of gazetted rank on State Railways and of corresponding rank on Company Railways. It is designed to show the "turnover" in sanctioned posts in the various cadres and any additions thereto, with special reference to communal representation. It appears in volume I of the Railway Board's Administrative Report, Appendix G.

(c) *Total number of Railway employees.*—These figures include both officers and subordinates, and appear in both volumes of the Administrative Report. Details of the various departments are not included, but the numerical strength of the staff on open lines and construction is given separately in volume I, in the chapter dealing with staff matters, and the figures for open lines are given by communities in Appendix C of volume II.

(d) *Staff costs.*—These are lumpsum figures submitted by Railways, showing the total cost of superior and subordinate, permanent and temporary, open line and construction staff (excluding contractors labour) employed during the current and preceding financial years. The figures include salaries, wages, gratuities, provident fund contributions, overtime allowances and all other allowances which are in the nature of extra pay, other than those granted to meet definite expenses incurred in the performance of duty, such as travelling allowances. Administrations are required to explain any increase or decrease between the current and the preceding year's numbers. The figures appear in the chapter dealing with staff matters in volume I of the Railway Board's Administrative Report.

(e) *Number and monthly cost of subordinate staff.*—This is an elaborate statement, the figures for which appertain to one selected month of the year. It is divided into several parts dealing with Office staff, Train staff, Locomotive running staff, Engineering staff, and "Other" staff. These are again divided into three categories according to rates of pay. Certain operating statistics such as train miles, engine miles, etc., are included in these statements from which figures of staff efficiency and cost are deduced. These statements provide a fairly comprehensive analysis of the work of the staff on the Railways and this is circulated with suitable comments to the Railways concerned for their information and action where necessary.

(f) *Apprentices under training.*—This is a simple statement designed to ascertain the number of apprentices under training on the last day of the financial year according to branches or departments and communities.

(g) *Financial transactions in connection with Fines Funds.*—This is a yearly statement giving information regarding the amount of fines inflicted and disbursements from the Fines Fund under various sub-heads.

(h) *Railway Schools.*—This is a short statement giving the number of Railway schools maintained according to the various categories (European, Anglo-Indian Primary, etc.) with the number of pupils attending the schools in each category, both at Railway schools and Railway-aided schools. The total expenditure during the year on purely Railway schools and the grants made from revenue to non-Railway schools and to parents in connection with the education of their children is also included.

(j) *Return of Accidents.*—Statistics with regard to accidents are compiled in great detail and appear in volume II of the Railway Board's Administrative Report, Appendix D. This appendix is divided into six parts. The first gives a summary of persons killed and injured, railway servants being separately treated; part two gives information regarding individual railways, while part three analyses the various types of accidents giving figures of killed and injured attributable to each. Part four gives the numbers killed and injured in accidents, unconnected with the movement of trains and part five the figures for accidents to life and limb caused by the movements of trains and vehicles classified as to primary causes, e.g., breach of rules, etc. Finally part six gives the numbers killed and injured in railway workshops. In all these returns, the figures for railway servants are separated from those for passengers and other persons.

(k) *Cost of Police Force employed on Railways.*—This return deals with cost only no numbers being given. The annual expenditure on each railway is rated against route and train mileage, the figures appearing in volume II of the Railway Board's Administrative Report, Appendix F.

(l) *Return dealing with the working of Railway Collieries.*—This return deals chiefly with output and cost but also gives the average number of persons employed daily in each colliery. These figures appear in volume II of the Railway Board's Administrative Report, Appendix B.

(m) *Numerical Return of Sickness of Subordinates.*—This is a monthly statement compiled by all class I railways giving the number of sick certificates issued and the men days lost due to sick leave according to branches or departments, divided into three categories according to rates of pay. A comparative abstract of the data given in these returns is printed each month and circulated to the Railways concerned for their information.

(n) *Workmen's Compensation Act.*—This annual return gives information with regard to the amount of compensation paid under the provisions of the Workmen's Compensation Act of 1923, with figures of accidents relating thereto, according to whether they resulted in death, Permanent or Temporary Disablement, etc.

It will be noticed that the question of communal representation is very fully dealt with in items (a) to (c) and in (f). This is an aspect of staff administration which has become prominent in recent years due to the demand for rapid Indianisation. The information obtained in statement (n) is also supplied to the Industries and Labour Department for their information and use.

### (143) EXISTING STATISTICS—(continued).

#### (ii) Method of collection.

All the statistics enumerated above are compiled under the direction of the Railway Administrations concerned. The larger Railways have statistical branches under a Statistical Officer, but where this organization does not exist the figures are collected through the various departments.

#### (iii) Degree of Accuracy.

Very full instructions are issued by the Railway Board regarding the compilation of the returns enumerated in the preceding paragraphs but there are certain factors which mitigate against extreme accuracy. Chief of these is the different organisations under which the various Railways work, be it on a divisional or department basis, or a combination of these two methods. A still greater difficulty is the absence of uniformity in nomenclature; for instance a cabinman, an assistant station master and a cabin porter may fulfil the same functions on different railways, while the variety of vernacular design-

nations is as great as the tongues spoken in various parts of the country. It is recognised that steps must be taken to reduce the variety of local names attached to individual posts, and this aspect of the question is now being considered. Apart from these difficulties, which should eventually yield to appropriate action, there is reason to believe that the statistics compiled are substantially accurate, though it is not claimed that they reach the degree of accuracy attained in Europe and America.

#### **(144) POSSIBILITY OF IMPROVEMENTS IN STATISTICS.**

(See item 146.)

#### **(145) NATURE OF SPECIAL INVESTIGATIONS CONDUCTED.**

##### **(i) Cost of living enquiries.**

##### **(ii) Results achieved.**

Individual railways have conducted local investigations from time to time regarding certain aspects of labour administration, but in view of the size of the country these can be of little value as far as general policy is concerned. Three of the larger Lines, however (the N. W., E. I. and G. I. P. Railways) have made special statistical investigations into a variety of questions including the extraction of index-numbers of revenue expenditure. The total expenditure was divided into a number of suitable heads of which wages was one; this index being arrived at by dividing the total cost of staff by the total number of employees. These index numbers are available from 1900 up to 1927 or 1928. It must, of course, be admitted that without the application of suitable weights for the various grades of staff, the wage index can only be approximate, but it would appear to give a very fair indication of the changes in wage rates, especially during the first 15 years of the century when fluctuations were not so marked as they have been since the War.

It does not appear that any Railway with the exception of the B. B. & C. I. Railway has attempted to compile statistics with regard to family budgets or the cost of living. Investigations of this nature have, of course, been conducted in some cases by other local authorities in restricted urban areas, but the problem of making similar enquiries throughout large districts where the economic conditions are anything but homogeneous, presents very great difficulties. The subject is a highly technical one and there is always the danger, inseparable from all statistical compilation, of policy being influenced by insufficient data. In certain circumstances, however, the Railway Board consider that it may become necessary to institute enquiries of this nature, but think that these will be useless unless conducted on a very comprehensive scale.

#### **(146) FUTURE DEVELOPMENTS NECESSARY.**

With the growing demands of labour and its increased cost, there is no doubt that the compilation of more comprehensive figures regarding all aspects of staff administration will have to be considered. When the difficulties with regard to the lack of standardisation in nomenclature have been eliminated, it will be possible to widen the scope and application of those figures which are already compiled, and enlarge the range of subjects dealt with. Questions such as those of labour "turnover," welfare activities and the like, will have to be analysed statistically while cost figures will need more keen scrutiny. In pursuing this policy advantage will be taken of the experience gained in more highly organised countries, while the facilities provided by the use of tabulating machinery which is already in use on some railways and which is peculiarly suited to the handling of staff statistics, will be fully utilized.

## CHAPTER XIX.

### SUMMARY AND CONCLUSION.

#### SUMMARY OF WORKING CONDITIONS.

It may be convenient now to summarize the conditions under which the principal classes of railway labourer works and lives.

#### WORKSHOP EMPLOYEES.

*Nature of Work.*—The principal workshops are the locomotive and carriage and wagon shops, the chief operations carried out therein being the erection of engines and their periodical heavy repair with the manufacture of spare parts; and the building and erection of stock, its repair and manufacture of spare parts.

*Wages, etc.*—Most of the work is done by departmental labour which is divisible into three broad categories, unskilled, semi-skilled and skilled. Wages are shown in Appendix D and except in certain shops of the Great Indian Peninsula and East Indian railways, all labour is on daily rates. The rates for unskilled and semi-skilled labour range from 7 annas to Re. 1-8-0 per diem, while the wages for skilled labour, which comprise men of various trades and degrees of skill, run from 12 annas to Rs. 2-8-0. Rates are fixed generally with reference to the local conditions and the wages of corresponding employees in adjacent industrial concerns.

Piece-work systems which have been adopted on several railways and are being extended, operate as an incentive to the workman to increase both his output and his wages and where the system is in vogue, e.g., at Moghalpura (North Western Railway), Matunga (Great Indian Peninsula Railway) and Jamalpur (East Indian Railway), he is enabled to earn an extra 25% to 35% of his wages.

The unskilled and semi-skilled labourer may qualify by training and experience for skilled grades but few special facilities are provided except that a system of apprenticeship exists on certain railways for semi-literate boys. Of the allowances and other perquisites allowed to the railway staff, the workshop employee shares generally in free passes and free Medical facilities for himself and his family and if his hours of work are extended, he is paid overtime. He is also given a retiring gratuity and recently the railway provident fund has been thrown open to him after completion of three years' service.

*Housing.*—The workshop employee is, as a rule, not housed in railway quarters as most of the shops are located in the vicinity of towns where accommodation is available. Thus he often lives in congested areas or in the insanitary surroundings of villages. On some railways, however, a proportion of the workshop staff is housed by the railway.

*Hours of Work, etc.*—With regard to the hours of work and periods of rest, workshop employees fall under the Indian Factories Act which was amended in 1922 in accordance with the Washington and Geneva Conventions prescribing respectively a 60-hour week and a weekly rest. Most of the workshops, however, work to a 48-hour week from 7 a.m. to 4-30 p.m., with an hour's interval for meals after 4 or 5 hours work and from 7 a.m. to 12-30 p.m. on Saturday. In the winter the workshops generally start work an hour or a half later. Employees often have to rise early, as some of them have to cook their own food and to catch the workmen's train which takes them free of charge to and from the workshops. The workshops are closed on Sundays and on a number of other holidays, pay being allowed for about 14 to 20 such holidays.

*Safety.*—The work may be considered arduous and the men are exposed to risk of injury. The Factory Act makes certain provisions regarding safety and efforts are made to educate the men in safety measures, including the use of safety devices, by an intensive safety-first propaganda and occasional cinema shows. Progress in this direction is, however, slow, as the Indian workman is not only illiterate but inclined to be a fatalist. First-aid is available on the spot and dispensaries are also provided in, or in the vicinity of workshops. Compensation is granted for accidents under the Workmen's Compensation Act, and often on a more liberal scale under departmental rules which generally allow hospital leave without loss of pay for the entire period of treatment of an employee injured on duty.

*Relations between Employers and Employees.*—As a result of their contact with city life, and of their concentration in one place, workshop employees are growing to be self-conscious. They have learnt the value of forming themselves into associations and of agitating for what they believe to be their rights.

Recently staff committees have been formed on various railways with the object of giving workshop employees a constitutional means for the ventilation and redress of their grievances and of enlisting their co-operation in welfare work, though it is not intended that these shall usurp the functions of properly constituted unions. Most of the members of these committees are elected by the employees themselves, and on the North Western Railway the committee consists entirely of elected members. These committees constitute a valuable link between employers and employees: on the one hand, the members have realized that they provide them with the necessary means of influencing matters which affect their every-day life, and on the other, the railways have realized that it is to their best interest to provide satisfactory working conditions for the workers.

#### LABOUR EMPLOYED IN LOCOMOTIVE SHEDS.

*Nature of Work.*—After the engine has completed its run, it is brought into the shed where coal is replenished and fire dropped. The engine is then stabled in the shed and the boiler washed out. Any petty repairs necessary are then executed. When the engine is scheduled to go out again, its bars are set and the fire lighted.

*Wages, etc.*—For this work the shed is provided with (a) mechanical staff consisting of mistries, mechanics, semi-skilled and unskilled labour who do the repairs and (b) cleaning and coaling staff such as cleaners, coal coolies, fire droppers and sweepers, who do the remaining work. Mechanics are generally paid at rates approximating those applicable to skilled labour in the workshops and coal coolies and cleaners who constitute the other important categories of shed labour rank as semi-skilled and are paid at varying rates as shown in Appendix D. In common with other classes of railway labour, shed staff are allowed free passes and free medical facilities. Such of them as are employed on work which is calculated to spoil their clothes are also provided with uniforms.

*Housing.*—Most of the lower-grade shed staff are provided with free quarters, which consist of a room 10' × 10', a small verandah and a courtyard. A galvanized iron latrine is provided for the various blocks. Water taps are also provided close to quarters. Most of the men live with their families.

*Hours of Work.*—The work is done in three shifts of eight hours each at important sheds, the night shift being smaller. At smaller sheds there are two shifts and at very small sheds the work is intermittent and a number of jobs are combined in one individual. This applies to the shed menials generally, except the mechanical and cleaning staff. The bulk of the work done by the latter is performed by day, a small shift being arranged for emergent work at night. The staff are occasionally required to work beyond their normal hours of work, for which they are paid overtime.

*Other conditions.*—Most sheds are fitted with roofs made of corrugated iron sheets and are open on both sides, so that during the summer the staff have to work under trying conditions. There is, however, no scarcity of water for drinking and washing purposes. At important sheds a night school is provided to impart elementary education to shed staff with a view to enabling them to qualify for the semi-literate grades of the running staff. Facilities for sports are generally available at the stations where important sheds are located. Like the workshop employees, shed staff are concentrated at one place, but as a rule they have not formed themselves into any special associations.

#### LABOUR EMPLOYED ON THE MAINTENANCE OF PERMANENT-WAY.

*Nature of Work.*—The maintenance of permanent-way consists of keeping the sleepers properly packed; cleaning the ballast, keeping earthwork tidy, etc.

A gang consisting of about eight gangmen with a keyman and a mate is employed on the maintenance of a length of three to four miles of track. The actual work described above is executed by the gangmen, the keyman moves over the entire length of the gang to see that screws are tight, etc., and the mate supervises the work of the gangmen. On the average the strength of a gang is fixed at the rate of two to two and-a-half men per mile, and the total number employed on railways is in the neighbourhood of 150,000 employees. The gangman belongs to the agriculturist class and is generally recruited locally or from an area within 10 to 20 miles of the site of work. He is unskilled and illiterate. Though of good physique, he is of poor intelligence. A small proportion of gangmen qualify after training of a year or so for the keyman's grade, which is treated as semi-skilled, while a few who happen to be smart and intelligent qualify for the grade of mate who ranks as a skilled workman.

*Wages, etc.*—The scales of pay of gangmen, keymen and mates are shown in Appendix D. The gangman's pay varies according to the local conditions, beginning from Rs. 10 to 12 and rising to a maximum of Rs. 22; the keyman's scale is generally a couple of rupees higher, while the mate's scale goes up to about Rs. 30. The staff receive in addition limited clothing, such as a blanket with free passes and free medical facilities. As, however, they are scattered along the line, they are not as a rule within easy reach of railway hospitals and dispensaries, but cases of serious sickness or injury are treated by the travelling sub-assistant surgeon.

*Housing.*—The gangman is provided with a gang-hut which consists of a room about 10' x 10' each and on certain railways a small verandah and a courtyard in addition. A well is provided near the gang-hut. Owing to the isolated position of his work the gangman often lives as a bachelor. He is, however, allowed occasional leave to visit his village. At many places gangmen whose houses are situated in the vicinity of their work prefer to go and live in their villages.

*Hours of Work.*—The gangman generally works for eight to nine hours a day by daylight. He is, however, liable to be called out at night in emergencies and in such cases is allowed compensatory rest or overtime. He gets half a Sunday or every alternate Sunday off and a limited amount of casual leave to enable him to visit his home or adjacent village. This arrangement suits him better than would a weekly rest which, owing to his isolated position, he cannot use profitably.

*Other Conditions.*—The gangman by the nature of his work is exposed to inclemencies of weather, but as an agriculturist is inured to climatic extremes. His interest in his work is evanescent, as he is pre-eminently an agriculturist. During seasons of sowing and harvest he often returns to his village to look after his plot of land. His mental horizon is limited and he is least influenced by the march of events.

#### STATION STAFF.

*Nature of Work.*—Station staff in inferior service may be divided into two classes, technical and non-technical. The former consists mainly of pointsmen, shunting porters, line jemadars, shunting jemadars and cabinmen and the latter of porters, watermen, lampmen, sweepers, etc. The organization of work differs according to the volume of traffic at the station. At the roadside stations two or more jobs are combined in one person. The duties of the non-technical staff are neither very arduous, nor particularly responsible, but those of the technical staff are manifestly responsible and in several cases arduous. Shunting operations in station yards account for a large percentage of the fatal and other accidents on railways. These operations are executed primarily by shunting porters working under the supervision and guidance of shunting jemadars.

*Wages, etc.*—The scales of pay of the more important classes of station menials are given in Appendix D. Here, as elsewhere, labour falls into three classes, viz., unskilled consisting of porters, watermen, sweepers and bearers, etc.; semi-skilled such as lampmen, cooks, pointsmen, etc.; and skilled such as jemadars and cabinmen. Shunting porters are paid at a rate intermediate between the rates allowed to semi-skilled and skilled labour. At the roadside stations the non-technical staff have opportunities, due to combination of jobs, of picking up technical work and of rising to the grades of pointsmen and shunting porters. Owing to the nature of their duties and their contact with the public, station staff are allowed winter and summer uniforms. They also get free passes and free medical attendance.

*Housing.*—The staff employed at roadside stations are as a general rule housed in railway quarters. Quarters are also provided at important stations for a considerable proportion of the staff who are liable to be called upon to work outside the normal hours of duty. The others live, sometimes of their own choice, in the town where the conditions are not altogether satisfactory. The staff generally live with their families.

*Hours of Work.*—The work at large stations is done in three and at intermediate stations in two shifts, involving respectively 8 and 12 hours of work a day. Shifts are changed periodically to avoid continuous night duty. The hours of work have sometimes to be extended in individual instances due to the failure of the relief owing to sickness or other causes. The weekly rest is being conceded now to the station staff where their work is of a continuous nature.

*Other Conditions.*—No special organization has been formed by the station staff in inferior service. The staff at important stations are, however, taking a growing interest in matters concerning their well-being and in the activities of the general unions formed by railway employees.



# CONCLUSION.

This memorandum may aptly close with a reference to the more important of the disabilities frequently complained of with regard to the conditions of service of railway employees and to the measures being taken with a view to the removal of any real grievances which may exist.

- (a) *Wages*.—Considering the pay and allowances and other perquisites enjoyed by the railway worker which enter into many items of his domestic budget, there appears to be no doubt that in the post-war revisions the railway servant has fared appreciably better than men in other walks of life and that his present position compares favourably with that of employees on other industrial undertakings. Should it, however, be found on examination at any time that the wages of any class of the subordinate staff or of employees in inferior service are inadequate or that there is not provision for a reasonable flow of promotion, the Railway Board—and they feel certain the Agents of all railways—will always be prepared to undertake a suitable revision.
- (b) *Racial Discrimination*.—The existing rules regarding the terms of service have grown up on the various railways as a result of the conditions arising out of the history of railway development and the recruitment of railway personnel during the past 75 years. The Railway Board and the Agents of all railways have during recent years been giving constant attention to the removal of all vestiges of racial discrimination of in the conditions of service of the members of the different creeds and communities and it may be confidently expected that any rules which still leave any trace of such discrimination will be revised shortly.
- (c) *Housing*.—There is at present a shortage of quarters on several railways but efforts are continuously being made to construct quarters as funds permit, the policy being to provide housing for staff who are required to live close to their work and for those stationed at places where private enterprise does not adequately meet the demand for quarters.
- (d) *Hours of Work and Periods of rest*.—The disabilities under this head relate to prolonged hours of work, continuous night duty and inadequate periods of rest. As explained elsewhere a scheme has been drawn up for the application of the Washington and Geneva Conventions to the railway staff generally but considerable difficulty is anticipated in giving effect to the weekly rest convention, where this can be done without the employment of extra staff by increasing the hours of work on certain of the remaining days of the week, owing to the opposition of a large number of employees with whose habits and inclinations the arrangement is liable to interfere.
- (e) *Leave*.—The grievances under this head are that the lower paid employees have often to forego leave as a result of the inadequacy of the relieving staff and of the condition that the grant of leave to such staff should impose no extra cost on the State. The first step towards the solution of the problem has already been taken by improving the terms of service including leave privileges of the workshop staff at Lillooah who will now be given an annual holiday of 10 to 20 days according to the length of service, beside Sundays and a number of workshop holidays, which they enjoy already. The Leave Rules have been revised *vide* Appendix "O"). These rules allow employees of all grades on State-managed railways to avail themselves of a reasonable amount of leave ; and steps are also being taken to provide adequate leave reserves on all State-managed railways.
- (f) *Insecurity of Tenure*.—This was one of the chief complaints made by the deputation which waited on the member in charge of the Railway Department in May 1920. The Railway Board are in communication with the Agents as to the measures which should be taken to remove any just cause for this complaint.
- (g) *Education*.—At some of the roadside stations difficulty is experienced by the staff in providing for the education of their children. One of the principles underlying the policy which it is proposed to follow in future in the matter of educational facilities for the children of railway employees is to give assistance towards the board and tuition fees of such children irrespective of race or community, the main object being to make larger grants for the children of Indian employees than has been the practice hitherto.

The Railway Board have set on foot an enquiry into the conditions of service of the lower paid employees with a view to taking such action as may be feasible for the purpose of removing any real grievances. The policy of the department and the line of immediate action which it is intended to adopt are outlined in the speech made by the Member for railways in introducing the Railway Budget for 1929-30, the relevant extract from which is reproduced below :—

“ During the last two years the railways have had their share in the unrest which has troubled the labour world, and the attention of Government has frequently been drawn to various matters in respect of which the conditions of Railway service are held to be unsatisfactory. On the complaints made I will not dwell, for they are not for the moment germane to my purpose, but I will say at once that in various directions government are anxious to do what is possible to remove legitimate grievances and to better the conditions of service, especially for the lowest paid men. We have to recognize that in many matters accepted standards are being raised and what would have been regarded as satisfactory even 10 years ago is no longer sufficient. The change may be slow, but it is quite perceptible. Our third class passengers now expect higher standards of accommodation and greater amenities in travel and our working men hope for improved conditions not only in respect of wages, but also in respect of housing, provident funds, medical relief, education and other matters. Faced with a situation of this kind, I have no doubt as to the attitude which government should take up. It will not do to consider merely what are the minimum concessions which will suffice to stave off for the moment insistent demands. More than that is needed. The true line of approach is to consider what is the most we can do without injustice to other interests which Government is equally bound to safeguard. Indeed I have felt for the past year that if it proved possible to make further reductions in rates and fares, we ought to consider simultaneously what provision would be made to better conditions for the men who work for us.

“ I have spoken of other interests which Government is equally bound to safeguard and I have done so deliberately. When we are dealing with schemes for improved conditions on the Indian railways, and indeed with expenditure of any kind which does not increase earning power, we have constantly to remember whose money it is we are spending. All such expenditure must be met sooner or later from rates and fares, and these must rise and fall according to the expenditure incurred. But when fares are raised, almost nine-tenths of the burden falls on the shoulders of the third class passengers, and that means on the shoulders of those who, judged by any standard are for the most part poor men. If rates are raised, the costs of industries are increased, the earnings of the Merchant are diminished, for the volume of trade tends to decline, the price which the cultivator receives for his crops decreases, and the consumer everywhere has to pay higher prices for what he buys. Sooner or later the greater part of the cost will be paid by those whose conditions of life are in no respect superior to those of the railway workmen. I do not urge this as a reason why we should hold our hands and abandon any attempt to make things easier for the railway staff, but I do urge it as a reason why we should proceed step by step, and not by sudden and radical changes, remembering always that we have to balance the need for improving the standard of living of railway employees against the cost of dearer transport to the people of India as a whole.

“ What we propose to do is this. We shall set on foot a systematic examination of the service conditions of our lower paid employees in order to ascertain what are the measures which are most urgently called for in order to bring about an improvement. That will cover not only rates of pay and wages but also reductions of working hours, which would of course involve the employment of additional staff, the extension of provident fund benefits to classes who do not at present enjoy them, improvements in the housing conditions, and so on. We have had some preliminary consultation with the Agents of railways on the subject, but it is certain that the investigations to be made will take time, and we do not anticipate that the schemes likely to be sanctioned in 1929-30 will cost more than Rs. 50 lakhs in a full year, and of course the expenditure in the first year will be smaller. On that basis we have included in the budget a sum of Rs. 28 lakhs (Rs. 10 lakhs under Administration and Rs. 18 lakhs under Operation) and we have also provided

a sum of Rs. 30 lakhs under Capital for the building of additional quarters where they are found necessary. The sums I have mentioned should not be regarded as our final conclusion on what may be found to be required, but merely as our estimate of what will be spent next year. It seems to me that there is ample justification for these proposals, and I do not doubt that they will be endorsed by this House."

The Railway Board is steadily working to the policy outlined above and hopes to be able to initiate shortly some of the schemes now under investigation for the amelioration of the service conditions of lower paid employees.

In conclusion the Board wish to emphasize that the chief obstacle which impedes all progress is the prevailing illiteracy which operates as a serious handicap to the worker and reacts, to use the phraseology of the terms of reference of the Commission, "on the health, efficiency and standard of living of the workers and on the relations between employers and employed." The average labourer in India lives in a vicious circle of illiteracy, inefficiency, low wages and poor standard of living and at the root of the whole evil lies his ignorance which creates a wall of prejudice and apathy around him. Owing to illiteracy he lacks the ambition to raise his standard of living and an increase in his wages is sometimes followed by a noticeable decrease in his effort and outturn. Rich in emotion but deficient in the virility of thought and reason, he is apt to be easily carried off his feet by extraneous influences. Welfare work, including education and sports, which the Railway Department has, consistently with its other obligations, made every effort to promote, has barely touched the fringe of the labour force which is conservative by nature and slow to adopt a change, however beneficial. The spread of education, it seems to the Railway Board, is the chief means which can dissipate the mist of ignorance and apathy: it will also rouse the worker to a higher ambition and a proper appreciation of an improved standard of living. He will then want and work for more and be worth and have it. In the meantime progress must inevitably be slow and piecemeal and efforts directed to the redress of grievances and the introduction of individual reforms more or less on the lines already contemplated.



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# APPENDIX A.

*Statement showing route mileage, number of employees by grades and communities, and cost of staff on Class I Railways (except H. E. H. the Nizam's Guaranteed and Jodhpur railways) for the year 1925-26.*

NOTE.—This statement shows the permanent staff and temporary staff engaged, retained, or likely to be retained, for a period not less than two years, whether on open line or construction.

Name of Class I railways.	Route mileage.	Gazetted officers.	Staff drawing Rs. 250 and over.					Total.
			Europeans.	Hindus.	Muslims.	Anglo-Indians.	Other classes.	
North Western Railway ..	6,830	332	387	396	182	344	147	1,458
Eastern Bengal Railway ..	1,847	141	106	158	9	199	8	480
East Indian Railway ..	4,184	348	615	464	52	1,020	16	2,167
Great Indian Peninsula Railway ..	3,678	245	312	190	37	732	149	1,420
Burma Railways ..	1,931	135	24	109	11	260	58	462
Total State-managed ..	18,470	1,201	1,444	1,317	291	2,555	378	5,985
Bengal-Nagpur Railway ..	3,117	217	273	174	12	378	15	852
Bombay, Baroda & Central India Railway ..	3,852	192	141	270	29	380	223	1,043
Madras & Southern Mahratta Railway ..	3,121	153	82	40	1	166	16	305
South Indian Railway ..	2,294	149	48	88	4	185	9	334
Assam-Bengal Railway ..	1,185	76	23	29	4	41	7	104
Bengal & North-Western Railway ..	2,079	71	28	16	5	60	1	110
Rohilkund & Kumaon Railway ..	571	14	6	4	1	12	1	24
Total Others ..	16,219	872	601	621	56	1,222	272	2,772
GRAND TOTAL ..	34,689	2,073	2,045	1,938	347	3,777	660	8,757

APPENDIX A—*concid.*

Name of Class I railways.	Staff drawing less than Rs. 250.						Grand Total.	Total cost of staff 1928-29.
	Europeans.	Hindus.	Muslims.	Anglo-Indians.	Other classes.	Total.		
North Western Railway .. ..	297	41,340	66,267	929	7,792	1,16,625	1,18,413	6,95,02,961
Eastern Bengal Railway .. ..	125	35,608	14,408	460	290	50,891	51,512	2,68,46,704
East Indian Railway .. ..	452	1,15,467	31,981	1,284	1,367	1,50,551	1,53,056	7,10,53,704
Great Indian Peninsula Railway .. ..	219	96,518	12,888	1,250	4,989	1,15,864	1,17,529	5,92,23,583
Burma Railways .. ..	10	17,219	3,080	401	7,264	27,974	28,571	1,71,52,083
Total State-managed .. ..	1,103	3,06,152	1,28,624	4,324	21,702	4,61,805	4,69,091	24,37,79,035
Bengal-Nagpur Railway .. ..	146	62,467	7,790	1,126	1,135	72,664	73,733	3,14,83,896
Bombay, Baroda & Central India Railway .. ..	47	54,463	12,496	704	2,780	70,490	71,725	4,49,84,780
Madras & Southern Mahratta Railway .. ..	45	43,430	6,082	2,070	3,296	54,923	55,381	2,59,26,027
South Indian Railway .. ..	33	29,362	2,124	1,366	3,660	36,545	37,028	2,19,41,928
Assam-Bengal Railway .. ..	1	11,381	6,392	297	134	18,205	18,385	69,47,580
Bengal & North-Western Railway .. ..	18	23,821	3,236	160	61	27,296	27,479	74,71,559
Rohilkund & Kumaon Railway .. ..	4	4,056	1,816	17	5	5,898	5,936	17,27,080
Total Others .. ..	294	2,28,980	39,936	5,740	11,071	2,86,021	2,89,665	14,04,82,850
GRAND TOTAL .. ..	1,397	5,35,132	1,68,560	10,064	32,773	7,47,926	7,50,756	38,43,61,885

## APPENDIX B.

### Rules regulating the discharge and dismissal of State Railway non-gazetted government servants.

*Extent of application.*—These rules apply in their entirety to non-gazetted government servants holding substantively permanent non-pensionable posts on railways or in other offices under the administrative control of the Railway Board or of the Financial Commissioner of Railways, and to labourers employed in a State Railway workshop or in any other branch of railway service who have completed three years' continuous service. The rules relating to dismissals also apply to temporary non-gazetted employees (including labourers) borne on a non-pensionable establishment on railways or in other offices under the administrative control of the Railway Board or of the Financial Commissioner of Railways.

2. *Powers.*—No authority lower than the head of a department or a divisional superintendent may pass an order of dismissal.

3. No officer lower than an officer of the senior scale or corresponding rank may pass an order of discharge.

4. Notwithstanding the provisions of rules 2 and 3, the Agent of a railway may, at his discretion, delegate power to an officer of an assistant grade or a senior subordinate to discharge, or to an officer of the senior scale or a corresponding rank to dismiss, an employee in inferior service, or a labourer, who has rendered less than ten years' continuous service.

5. *Dismissal.*—An employee will be liable to be dismissed from the service in the following circumstances, namely:—

- (i) in consequence of his conviction by a criminal court, or
- (ii) for serious misconduct, or
- (iii) for neglect of duty resulting in, or likely to result in, loss to government or to a railway administration, or danger to the lives of persons using the railway.

6. *Discharge.*—An employee will be liable to be discharged from the service in the following circumstances, namely:—

- (i) on reduction of establishment, or
- (ii) for inefficiency, or
- (iii) for an offence of a serious character but not so serious as to warrant dismissal or for repeated offences of a lighter character.

**NOTE.**—An employee may also be discharged in the circumstances referred to in note 1 under Rule 7.

*Explanations.*—The Railway Department being a commercial department, service in it must in its nature differ from service in other government departments and continuance of employment must be subject to the tests and conditions enforced by large commercial concerns. Accordingly the power which the railway administrations possess of discharging railway servants without assigning reasons in accordance with the terms of their agreement, or otherwise on reduction of establishment due to fluctuations of traffic, simplification of the methods of work or any other cause, or on grounds of inefficiency must be retained. This power, however, by its very nature imposes upon the competent authority the obligation to use it considerably and with strict justice so that the railway servants shall feel that they can expect fair and reasonable treatment. A too frequent or a thoughtless recourse to it is apt to lead to a sense of instability of service which is detrimental both to the welfare of the staff and to the efficient and economical working of railways.

The following principles are accordingly laid down, without prejudice to the foregoing power, for the guidance of the competent authority:—

- (a) In cases falling under Rule 6 (i) and (ii) the competent authority should consider before passing an order of discharge the desirability of employing the government servant concerned usefully in any other place or position and, if this is desirable and possible, should offer him the option of transfer to such place or position. In this connection it is particularly necessary that whenever a reduction in establishment is foreshadowed, enquiries should be instituted at the earliest possible moment directed to find suitable employment on the same or even reduced pay for those who are likely to be brought under reduction.



APPENDIX B.—*contd.***Rules regulating the discharge and dismissal of State Railway non-gazetted government servants—*contd.***

- (b) Rule 6 (ii) covers cases of inefficiency whether due to incompetency, insolvency, physical unfitness or any other cause, where an employee is so inefficient that it is considered unprofitable for the railway to continue to employ him. It also includes cases in which an employee holding a post, the duties of which affect the safety of the travelling public, fails, due to defective eye-sight or any other infirmity, to conform to the standard of physical fitness required of the holder of such post. In such circumstances, however, provided the employee concerned has completed ten years' continuous service, he should be given leave on or without leave-salary as may be admissible in each case, not exceeding six months, prior to discharge, and during this period of leave every effort should be made to find other suitable employment for him.
- (c) Special efforts should be made to avoid the hardship entailed by the discharge of an employee who has completed ten years' continuous service. No such employee should ordinarily be discharged under Rule 6 (ii) unless frequent specific failures in work have occurred on his part for which he has been given a written warning and he has been punished with the stoppage of an increment or by reduction in pay during the last two years of his service.

7. *Dismissal—Procedure.*—In all cases where an employee is charged with an offence of a nature which if proved against him is likely to lead to his dismissal, a charge sheet shall be presented to him, stating the nature and details of the charge or charges against him, and he shall be required to submit a written explanation by a fixed date which shall allow of an interval of at least three clear days from the date he received the charge sheet. In the case of an illiterate or semi-literate employee the charge sheet shall be read out and explained to him by a gazetted officer or a selected senior subordinate who shall record the explanation given by the employee.

NOTE.—Where an Employment Officer is provided, the Agent may consider the advisability of entrusting this duty to him or his local representative.

The charge sheet with the explanation will then be placed before the officer competent to pass the order of dismissal, who shall, if he thinks that a *prima facie* case exists against the employee, order a departmental enquiry. At the enquiry a definite charge in writing shall be framed in respect of each offence and explained to the employee, and the evidence in support of it, as well as his defence, along with any evidence which he may adduce in his defence, shall be recorded in his presence, provided that, for special reasons to be recorded, the evidence of any witness may be taken and recorded otherwise than in the presence of the employee. A finding, with its grounds, shall be recorded on each charge.

NOTE.—1. An order of dismissal operates as a bar to re-employment in government service and shall not be issued unless the employee's guilt is established by clear and conclusive evidence. In other cases when there is circumstantial evidence as to his guilt, it shall be open to the competent authority to consider the question of discharging him.

2. The provisions of this rule do not apply when it is proposed to issue an order on the strength of facts or conclusions established at a judicial trial or when the railway servant concerned has absconded with an accusation hanging over his head.

8. *Discharge—Procedure.*—When an employee who has completed ten years' continuous service is charged with an offence of a serious character which merits discharge under Rule 6 (iii), a charge sheet shall be presented to him, stating the nature and details of the charge or charges against him, and he shall be required to submit a written explanation by a fixed date which shall allow of an interval of at least three clear days from the date he received the charge sheet. In the case of an illiterate or semi-literate employee, the charge sheet shall be read out and explained to him by a gazetted officer or a selected senior subordinate who shall record the explanation given by the employee.

NOTE.—Where an employment officer is provided, the Agent may consider the advisability of entrusting this duty to him or his local representative.

The charge sheet with the explanation will then be placed before the officer competent to pass the order of discharge who shall make such enquiry and in such manner as

**APPENDIX B—contd.****Rules regulating the discharge and dismissal of State Railway non-gazetted government servants—contd.**

he deems proper and sufficient into the facts of the case and shall record his considered opinion before passing the order of discharge.

**NOTE.**—Note 2 under Rule 7 applies here also.

9. Any person whose conduct is undergoing investigation on a serious charge shall be placed under suspension until his case has been decided by the competent authority.

10. *Appeals.*—No appeal shall lie from an order of discharge made on reduction of establishment.

11. (a) Subject to the exception provided for in Rule 10, an appeal from an order of discharge or dismissal shall lie only to the authority next above the officer passing the order, provided that if the order was issued by the Agent himself, no appeal shall lie from it.

(b) Notwithstanding the provisions of clause (a), an employee who is dismissed with forfeiture of bonus shall have the right of appeal to the Railway Board.

12. Every appeal shall be preferred within one month after the date on which the employee preferring the appeal is informed of the order he appeals against.

**NOTE.**—The post vacated by an employee dismissed or discharged under the provisions of Rule 5 or Rule 6 (i) and (ii) shall not be filled up permanently until the expiry of one month or if an appeal is preferred until the orders of the authority to which an appeal lies are received.

13. An appeal preferred under these rules shall contain no disrespectful or improper language and shall be submitted through the immediate superior of the appellant and the head of the office to which he belonged, and through the authority from whose order the appeal is preferred.

14. On receipt of an appeal which complies with the provisions of the foregoing rules the authority to whom it is addressed shall carefully review the whole case so as to avoid injustice or undue hardship, and shall pass such order as appears to him to be just and equitable, having regard to all the circumstances of the case. *In no case and in no sense is an appeal to be treated as a mere formality.*

**NOTE.**—1. On receipt of an appeal which complies with the provisions of these rules the officer to whom it is addressed shall ordinarily dispose of it himself except that, in respect of appeals addressed to the Agent, the latter may at his discretion and subject to such conditions as he may prescribe entrust their disposal to an officer of not lower rank than a Deputy Agent.

2. In the case of an appeal against an order of dismissal, the appellate authority shall consider :—

- (a) whether the facts on which the order was based have been established ;
- (b) whether the facts established afford sufficient ground for taking action ; and
- (c) whether the penalty is excessive or reasonable ;

and after such consideration shall pass such order as he thinks proper, either confirming the order appealed against or remitting or reducing the penalty.

15. An appeal may be withheld by any officer through whom it is submitted if :—

- (i) it is an appeal in a case in which under these rules no appeal lies ; or
- (ii) it does not comply with the provisions of rules 12 and 13 ; or
- (iii) it is a repetition of a previous appeal and is made to the same appellate authority by which such appeal was decided, and no new facts or circumstances are adduced which afford grounds for a reconsideration of the case ; or
- (iv) it is an appeal to an authority to whom under these rules no appeal lies ;

**APPENDIX B—concl'd.****Rules regulating the discharge and dismissal of State Railway non-gazetted government servants—concl'd.**

Provided that :—

- (a) when an appeal is withheld, the appellant shall be informed of the fact and of reasons for it ; and
- (b) a quarterly list of all appeals withheld if any, other than those withheld under clause (iv), shall be submitted to the authority to whom such appeals were addressed.

16. No appeal shall lie against the withholding of an appeal by a competent authority.

17. *Special rights.*—Nothing in these rules shall operate to deprive any employee of any right, which he would have had if these rules had not been made, in respect of an order issued before the promulgation of these rules.

18. *Subsidiary rules.*—The Agent of a railway may make subsidiary rules for the purpose of giving effect to the provisions of these rules.

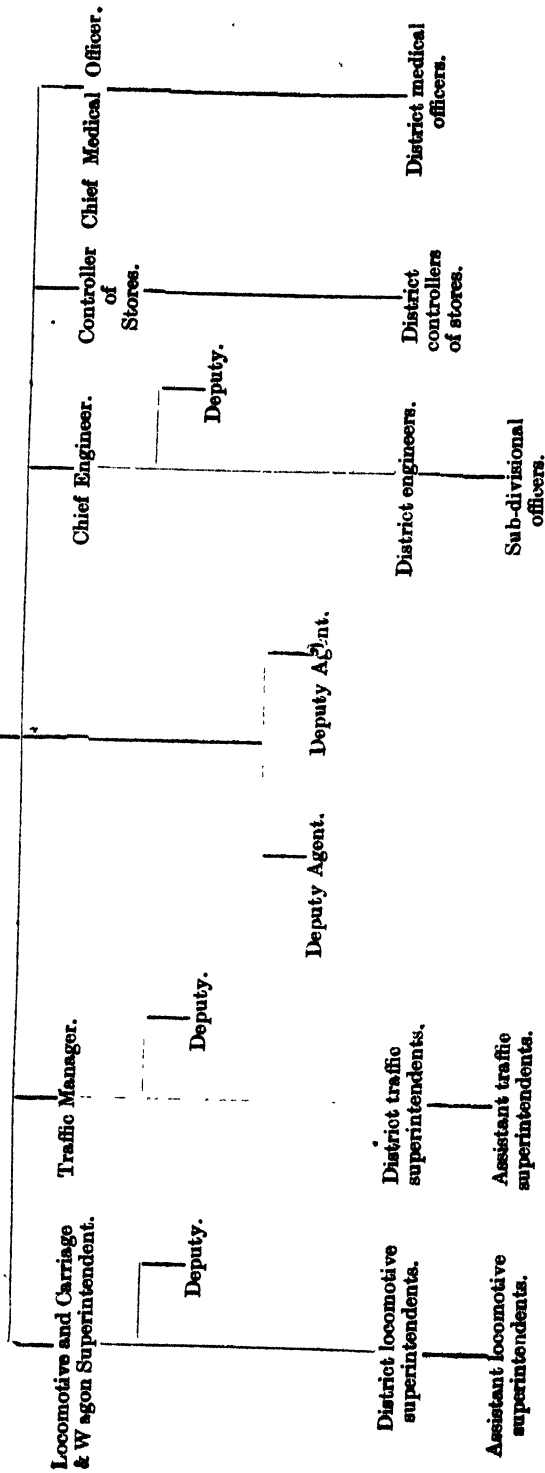
## APPENDIX C(i).

## Charts illustrative of the organisation of Indian railways.

*State-managed railways organized on a departmental basis.*

## THE RAILWAY BOARD.

Agent.



**NOTE.**—The above is a broad outline. The number of departments and officers vary according to the size and requirements of each railway.



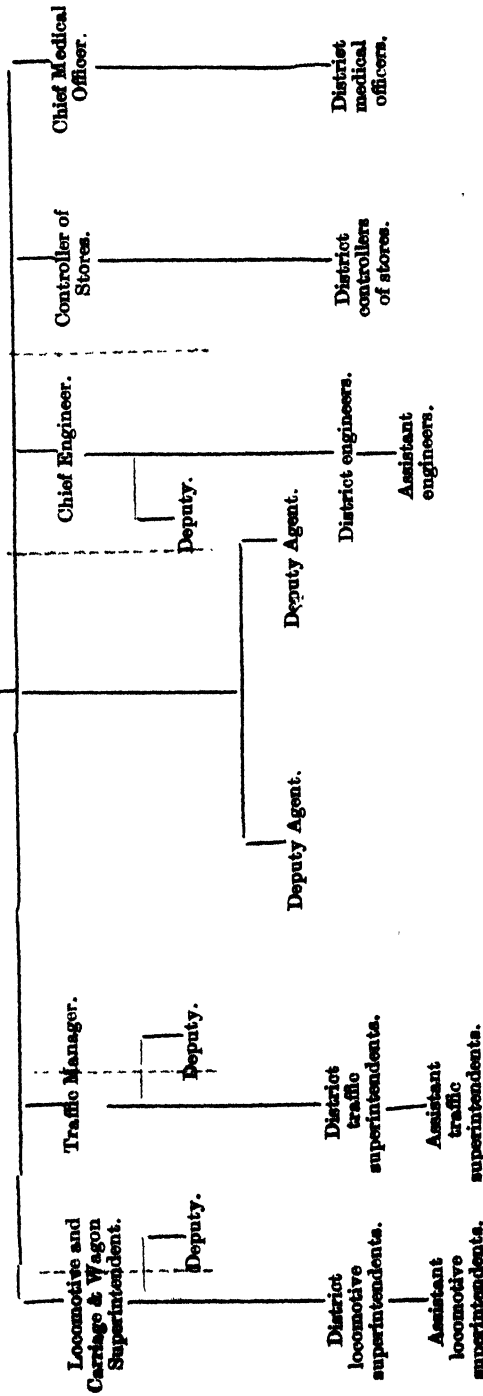
# APPENDIX C (iii).

*Company-managed railways.*

## THE RAILWAY BOARD.

Board of Directors of the Company.

Agent.



NOTE.—The above is a broad outline. The number of departments and officers vary according to the size and requirements of each railway.

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## **APPENDIX D.**

**Scales of pay of important classes of Railway servants.**

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## APPENDIX D (i).

*Statement showing scales of pay of important classes of railway servants other than workshop employees and collieries staff on the principal railways.*

Designation.	North Western Railway.		Eastern Bengal Railway.		East Indian Railway.		Great Indian Peninsula Railway.		Burma Railways.	
	Minimum scale.	Maximum scale.	Minimum scale.	Maximum scale.	Minimum scale.	Maximum scale.	Minimum scale.	Maximum scale.	Minimum scale.	Maximum scale.
<i>Engineering.</i>										
Mates ..	Rs. 20-2-28	Rs. 24-2-34	Rs. 20-1-22 (Senior mates only). 16-/8/-20	Rs. 37-3-52	Rs. 13-39	Rs. 12/8-23/8	Rs. 28-37	Rs. 18	Rs. 27	
Keymen ..	14-1-18	22-2-24	13-1-17	13-18	12-16	10-17	25-27	..	..	
Gangmen ..	13-1-17	18-1-22	13-1-17	13-18	12-16	9-13	24-26	15	17	
Trolleyman ..	15-1-19	20-2-24	13-18	13-18	12-16	11-14	22-24	16	16	
Gatekeepers ..	14-1-17	17-2-23	9	..	10-17	8-12	16-21	8	12	
<i>Traffic.</i>										
Station masters ..	45-5-75	425-25-500	40-4-76	280-10-350	52-4-76	400-20-500	50	395	65-75	380-20-450
Guards ..	30-1-35	125-210	45-5-100	110-10-210	30-5-70	90-10-180	70	210	40-80	110-10-210
Signallers ..	33-3-42	150-10-190	30-4-70	120-10-170	30-2-38	120-10-200	45	140	..	..
Goods clerks, booking clerks and parcels clerks.	33-3-60	210-270	34	115-10-145	28-3-52	280-10-300	40	100	40-2/8-45	80-5-100



	32-4-60	130-10-160	32-4-60	130-10-160	28-2-50	75-5-125	50	90	40-2/8-50	60-5-80
Ticket collectors ..	..	32-4-60	130-10-160	32-4-60	130-10-160	28-2-50	75-5-125	50	90	40-2/8-50
Pointamen ..	..	19-2-27	19-2-27	13-1-17	..	12-1-18	15	18	..	..
Shunting porters ..	..	17-2-23	19-2-27	14-1-19	..	11-8/-16	..	..	..	..
Cabinmen ..	..	15-1-19	37-2-45	..	..	..	65 (maximum pay)	..	..	..
Watermen ..	..	14-1-17	15-1-29	12-1-14	..	10-1-15	15	15	..	..
Sweepers ..	..	14-1-17	19-2-27	12-8/-18	..	10-8/-15	8 (boys)	18	..	..
<i>Mechanical.</i>										
Drivers ..	..	31-68	140-10-230	34-62	140-10-220	40-4-50	140-10-200	72	310	45-5-65
Locomotive shunters ..	..	As. 13-15 per day.	120-130	23-2-27	110	25-5-35	*80-5-90	..	..	35-5-40
Firemen ..	..	As. 8 1/2-11 per day.	80-10-100	13-19	50-90	15-16	40-50	16 1/4	32/8	17-1-19
Coal coolies ..	..	17-2-23	19-2-27	16-1-19	..	12-8/-18	..	..	..	..
Cleaners ..	..	14-1-16	15-18	16-1-21	..	10-1-15	..	..	..	16-1-18

\* These are recent co-ordinated scales, the existing staff taken over from the East Indian Railway Company are on higher scales with a maximum of Rs. 150 for Shunters and Rs. 320 for Drivers.

# APPENDIX D (i)—*contd.*

Designation.	Bengal-Nagpur Railway.		Bombay, Baroda and Central India Railway, metre-gauge.		Bombay, Baroda and Central India Railway, broad-gauge.		Madras and Southern Mahrattie Railway.	
	Minimum scale.	Maximum scale.	Minimum scale.	Maximum scale.	Minimum scale.	Maximum scale.	Minimum scale.	Maximum scale.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
<i>Engineering.</i>								
Mates ..	15-1/8-34		15-1/6	26-27	14-18	30-37	13/8-15	26-30
Keymen ..	13-1-23		14	18/8	13/8	27	..	15
Gangmen ..	10-9/8-17		13	17/8	12	24-26	10/8	23
Trolleyman ..	18-1-25		14/8-17	17/8-19	12	27	10/8	15
Gatekeepers ..	9-9/8-16		11	16	11	19	9	13/8
<i>Traffic.</i>								
Station Masters ..	52-4-60	400-20-500	60	400	55	400	40-2/8-50	325-25-425
Guard ..	35/40-5-100	140/150-10-210.	50	175-225	50	210	40-5-60	150-10-170
Signallers ..	30-4-70	120-10-170	40	75	60	70	25-2/8-45	95-5-110
Goods clerks ..	50-5-90	120-10-260	25	120-165	55	180	75-5-90	150-10-180



APPENDIX D (i)—*concl'd.*

Designation.	South Indian Railway.		Assam-Bengal Railway.		B. & N. W. Railway.		Rohilkund and Kumaon Railway.	
	Minimum scale.	Maximum scale.	Minimum scale.	Maximum scale.	Minimum scale.	Maximum scale.	Minimum scale.	Maximum scale.
	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
<i>Engineering.</i>								
Mates .. ..	14-25		20-30		10	20	11-17	12-19/8
Keymen .. ..	13-16		16-17		9	12	10	15/8
Gangmen .. ....	12-15		14-16		8	12	9/8	15/8
Trolleyman .. ..	12-15		14-16		8	10	As. 11 per day.	
Gatekeepers .. ..	12-25		12-14		..	..	..	..
<i>Traffic.</i>								
Station Masters .. ..	30-1-35	280-15-325	40-3-49	350-20-450	30-35	300-400	30-35	250-330
Guards .. ..	25-2-37	95-5-120	40-50	150-10-200	21-45	110-150	20-50	110-150
Signallers .. ..	25-2/8-35	75-5-95	20-2-30	78-4-100	20-45	50-80	20	60
Goods clerks .. ..	35-1/8-42/8	105-5-125	32-2/8-42	105-5-120	..	..	25-45	45-6-60
Parcel clerks .. ..	25	80-4-100	..	..	25-40	50-80	25	60

Ticket Collectors	..	25-1/8-32/8	80-4-100	20-2-30	76-4-100	18-35	40-60	20	50
Pointmen	..	12	18	12-16		8	11	10	14
Shunting porters	..		25-1-30	16-25		18	25	18	25
Labrimen	..		25-1-30	16-25		20	30	..	..
Watermen	..		12-1-15	12-16		8	9	10	11
Wweepers	..	..	..	14-16		8	9	10	11
<i>Mechanical.</i>									
Drivers	..	75-5-130	240-10-263	30-3-45	225-275	20-69	120-200	35	200
Locomotive Shunters	..	25-2/8-30	56-5-70	24-2-28	50-4-70	19-24	60-80	24	80
Firemen	..	12-1-16	12-1-22	14-1-17	40-4-60	12-18	35-60	16-18	50
Coal coolies	..	15	..	..	..	10	15	10	12
Wearers	..	..	..	12-1-15	..	10	15	10	12

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## APPENDIX

*Statement showing scales of pay of skilled, semi*

*N.B. 1.—These rates are exclusive of overtime and piece-work earnings.*

*N.B. 2.—This statement is generally based upon information supplied by railways in reply*

Designation.	North Western Railway.		Eastern Bengal Railway.	
	Minimum scale.	Maximum scale	Minimum scale.	Maximum scale.
<i>Unskilled labour.</i>				
(a) Boys .. ..	As. 6-1-8	As. 8-Re. 1/2	As. 5-6.	As. 5-6/-6-9
(b) Labourers ..	As. 8-1-12	As. 12-Re. 1/2	..	As. 12
<i>Semi-skilled labour.</i>				
(a) Hammermen ..	As. 12-1-Re. 1/4	Re. 1 1/4-2-1/8	As. 7-12	As. 9/8/-/-6-12/9.
(b) Metal carriers ..	As. 14-1-Re. 1/2	As. 14-1-Re. 1/2	As. 9/-/-6-12/9	..
<i>Skilled labour.</i>				
(a) Fitters .. ..	As. 12-Rs. 2/8	Re. 1/8-2/- Rs. 2/8.	As. 10	Rs. 3/14
(b) Machinemens ..	As. 11-Re. 1/8	Re. 1/4-2/- Rs. 2/8.	As. 12/3-1/3- Re. 1/3	Rs. 2/1-2/6- Rs. 5/2/3.
(c) Moulders .. ..	Re. 1-2/-Rs. 2/8	Re. 1/8-Rs. 2/8	Do.	Do.
(d) Welders .. ..	Re. 1/4-2/-Rs. 2	Re. 1/4-2/- Rs. 2/8.	Do.	Do.
(e) Turners .. ..	Re. 1/1-Rs. 2/8	Rs. 1/8-2/- Rs. 2/8	Do.	Do.
(f) Carpenters ..	As. 14-1-Re. 1/2	Re. 1/12-2/- Rs. 2/8.	Do.	Do.
(g) Blacksmiths ..	Re. 1/4-2/- Rs. 2/8.	Re. 1/12-2/- Rs. 2/8.	Do.	Do.
(h) Painters .. ..	As. 14-1-Re. 1/2	Re. 1/4-2/- Rs. 2/8.	Do.	Do.
(i) Mistries .. ..	Rs. 2/10-3/- Rs. 4/2.	Rs. 4/4-4/- Rs. 5/8.	Re. 1/12-Rs. 3	Rs. 5-6/8
(j) Masons .. ..	Rs. 26-2-44 P. M.	Rs. 40-2-60 P. M.	Rs. 18-1-30 P. M.	Rs. 54-4-82 P. M.

**DIX D (ii).***skilled and unskilled labourers in workshops.*

to an enquiry made in January 1929.

East Indian Railway.		Great Indian Peninsula Railway. (Workshop labour is generally monthly-rated).		Burma Railways.	
Minimum scale.	Maximum scale.	Minimum scale.	Maximum scale.	Minimum scale.	Maximum scale.
As 5/4-1/8-7/4.	As. 7-10/6	Daily As. 4	As. 8	..	..
As. 7-/-/8-9/8	As. 10-Re. 1/4	Do. As. 6 Monthly Rs. 19	As. 12	As. 9/4-14	As. 12-14/8
As. 7/8-10	As. 12-Re. 1/8	Daily As. 7	Re. 1	As. 13/4-Re. 1/4	As. 14/8-Re. 1/2/8.
As. 10.	Re. 1/2	Monthly Rs. 20	Rs. 28	..	..
As 10	Rs. 2 8	Per mensem. Rs. 50	Per mensem Rs. 86	Re. 1-2/8-Rs. 2/8.	Re. 1/4-Rs. 4/4
Do.	Do.	Do. 44	Do. 86	Re. 1-1/9/4	As. 14/8-Rs. 2/9/4
Do.	Rs. 2/4	Do. 44	Do. 86	Re. 1/1/4-Rs. 3/8.	..
Do.	Do.	Do. 44	Do. 89	Re. 1-Rs. 2/10/8	Rs. 2/5/4-3
Do.	Do.	Do. 50	Do. 89	Re. 1-Rs. 2/9/4	Re. 1/8-Rs. 3/14/8
Do.	Do.	Do. 39	Do. 69	Re. 1	Rs. 3
Do.	Rs. 2/8	Do. 44	Do. 93	As. 14/8-Rs. 3	Re. 1/4-Rs. 4/4
As. 10-1/1-15	Do.	Do. 39	Do. 69	As. 10/8-Rs. 1/13/4	As. 14/8-Re. 1/12
Re. 1/4-Rs. 3	Rs. 2/7-3/6	Do. 80	Do. 140	..	..
Rs. 20 P. M.	Rs. 60 P. M.	Do. 32/8	Do. 52	Rs. 50 P. M.	Rs. 60 P. M.

## APPENDIX

Designation.	Bengal-Nagpur Railway.		Bombay, Baroda and Central India Railway.	
	Minimum scale.	Maximum scale.	Minimum scale.	Maximum scale.
<i>Unskilled labour.</i>				
(a) Boys .. ..	As. 6-1-10	..	As. 3-6	As. 6-7/8
(b) Labourers ..	As. 10/6-1-11/6	..	As. 7-11	Re. 1
<i>Semi-skilled labour.</i>				
(a) Hammermen ..	As. 12-1-Re. 1	..	As. 6-Re. 1	Rs. 2/4
(b) Metal carriers ..	Do.	..	As. 7-Re. 1	As. 8-12
<i>Skilled labour.</i>				
(a) Fitters .. ..	As. 12-Re. 1/7	Re. 1/8-Rs. 2	As. 8-Rs. 2	Rs. 2/11-3/5
(b) Machinemen ..	As. 11-1-Re. 1/1	Re. 1/2-1/7	As. 7-Re. 1/4	Rs. 2/10
(c) Moulders .. ..	Re. 1-1/15	Rs. 2-2/14	As. 7-Re. 1/8	Rs. 2/14-3/5
(d) Welders .. ..	Re. 1	Rs. 2	As. 8-Rs. 2	Rs. 2/9
(e) Turners .. ..	Re. 1-1/15	Rs. 2-2/2/14	As. 7-Rs. 2	Rs. 2/10-3/5
(f) Carpenters ..	Do.	Do.	As. 9-Re. 1/2	Rs. 2/11
(g) Blacksmiths ..	Re. 1	Rs. 2	As. 9-Rs. 2	Rs. 2-9/3/9
(h) Painters .. ..	Rs. 12-Rs. 1/7	Re. 1/8-Rs. 2	As. 7-Re. 1/4	Rs. 2/10
(i) Mistries .. ..	..	..	..	..
(j) Masons .. ..	Rs. 18 P. M.	Rs. 60 P. M.	As. 7-Rs. 2	..



## D (ii)—contd.

Madras and Southern Mahratta Railway.		South Indian Railway.		Assam-Bengal Railway.	
Minimum scale.	Maximum scale.	Minimum scale.	Maximum scale.	Minimum scale	Maximum scale.
As. 4-6	As. 4-9	As. 6	As. 7	As. 5/4	As. 61
As. 5-8	As. 6-Re. 1/5	As. 9/4	As. 11/4	As. 6/8	As. 12
As. 7-13	Re. 1/2	..	..	As. 9/4	Re. 1
..	..	..	..	..	..
As. 7-Re. 1/12	As. 14-Rs. 5/4	As. 14	Rs. 2/8	As. 12	Re. 1/4-Rs. 3
As. 7-Rs. 2/10	Do.	As. 11/4	Rs. 2	As. 12-Rs. 1/10/8.	..
As. 11-Re. 1/8	Do.	As. 14	Rs. 2/8	..	..
As. 12-Re. 1	Do.	Do.	Do.	Rs. 1/8	Rs. 2/8
Rs. 1-1/14	Do.	Do.	Do.	As. 12	Rs. 2/12
As. 8-Rs. 2/8	As. 14-Rs. 4/4	As. 11/4	Rs. 2	Do.	Rs. 3
As. 7-Rs. 2/2	As. 14-Rs. 5/4	As. 14	Rs. 2/8	Re. 1/1/4	Rs. 3
As. 7-Re. 1/6	Do.	As. 11/4	Re. 1/10	As. 12	Re. 1/12
As. 9-Re. 1/7	..	..	..	..	..
Rs. 24 P. M	Rs. 45 P. M.	..	..	..	..

## APPENDIX D (ii)—conold.

Designation.	Bengal and North-Western Railway.		Rohilkund and Kumaon Railway.	
	Minimum scale.	Maximum scale.	Minimum scale.	Maximum scale.
<i>Unskilled labour.</i>				
(a) Boys .. ..	As. 3/4	As. 5/4	As. 4	As. 6
(b) Labourers .. ..	As. 6	As. 8/8	As. 8	As. 12
<i>Semi-skilled labour.</i>				
(a) Hammermen .. ..	As. 6/8	As. 12	As. 9/4	As. 12
(b) Metal carriers .. ..	Do.	Do.	As. 8	As. 12
<i>Skilled labour.</i>				
(a) Fitters .. ..	As. 12	Rs. 2/2	As. 15/4	Rs. 1/14/8
(b) Machinemmen .. ..	Do.	Do.	Rs. 1/3	Rs. 2/0
(c) Moulders .. ..	Do.	Do.	Rs. 1/4	Rs. 2/0
(d) Welders .. ..	As. 12	Rs. 2/2	Rs. 1	Rs. 2/0
(e) Turners .. ..	Do.	Do.	Rs. 1/4/8	Rs. 2/0
(f) Carpenters .. ..	Do.	Do.	Rs. 1/7/4	Rs. 2/5
(g) Blacksmiths .. ..	Do.	Do.	Rs. 1/7/4	Rs. 2/8
(h) Painters .. ..	Do.	Do.	As. 15/4	Rs. 2/5
(i) Mistries .. ..	Rs. 2/4	Rs. 4/8	Rs. 3/4	Rs. 2/8 per diem to 95 per mensem.
(j) Masons .. ..	..	..	..	..

## GENERAL.

The following rates may be taken as representative of daily wages of workshop employees in important centres:—

	Unskilled.	Semi-skilled.	Ordinary skilled.
	As.	As.	As.
Bombay .. ..	14-16	17-24	26-40
Lahore .. ..	10-12	14-18	14-40
Lillooah .. ..	9-11	10-16	12-40
Lucknow .. ..	7/8-10½	10-18	16-36

## APPENDIX D (iii).

*Statement showing rates of wages of labour employed in railway collieries.*

## EAST INDIAN RAILWAY.

Designation.	Per diem.
<b>IRIDIHCOLLIERIES.</b>	
Kamins and lamp boys .. .. .	As. 4/3
Hookmen, bankamen, trolleymen, propping mistries, miners time-keepers, oil munshis, signalmen, gunners, burhies, etc.	As. 8—Re. 1/3/6
Chowkidars .. .. .	As. 5—7
Chaprasia .. .. .	As. 8
Coolies .. .. .	As. 7/3—8
Stone cutters, syesses, etc. .. .. .	As. 8—9
Sirdars .. .. .	As. 10—Rs. 2
Deputy overmen .. .. .	Rs. 2 1/4—4/8
<b>BOKARO COLLIERIES.</b>	
Coolie and kamins .. .. .	As. 5/2—7/3
Chaprasia .. .. .	As. 7—10
Chawkidars .. .. .	As. 9—11
Dykemen, hookmen, etc. .. .. .	As. 12—15
Machinememen, fitters, carpenters, etc. .. .. .	As. 11—Rs. 2
Tindal coolies .. .. .	As. 7/6—Re. 1/13
Sirdars .. .. .	Re. 1/4—1/8
Deputy overmen .. .. .	Re. 1/4—3

## APPENDIX E (i).

Statement showing grants from revenue and the fine fund for welfare objects during 1927-28.

Name of railway.	Approximate number of employees (in thousands).	Disbursements.					Total.
		Medical grants.	Education grants.	Sanitation grants.	Recreation grants.	Miscellaneous grants.	
North Western Railway	No. 118	Rs. 9,10,457	Rs. 4,68,859	Rs. 6,86,399	Rs. 8,519	Rs. 33,940	Rs. 21,08,174
Eastern Bengal Railway	52	3,32,084	86,852	2,19,496	750	20,474	6,59,656
East Indian Railway	153	7,03,626	4,61,797	5,40,220	1,346	6,433	17,19,422
Great Indian Peninsula Railway	118	6,49,847	2,27,494	3,99,457	Nil	19,603	12,96,401
Burma Railways	29	3,15,134	15,000	1,65,836	Nil	96	4,96,066
Bengal-Nagpur Railway	74	4,38,891	70,000	3,06,760	61	15,173	8,30,885
Bombay, Baroda and Central India Railway.	72	5,01,581	77,345	1,50,074	52	2,169	7,31,221
Madras and Southern Mahratta Railway.	55	3,23,155	84,190	91,896	..	43	4,99,284
South Indian Railway	37	2,02,125	47,262	76,575	..	3,980	3,29,942
Assam-Bengal Railway	18	1,64,212	8,426	85,153	..	3,905	2,61,696
Bengal and North-Western Railway.	27	1,01,222	7,080	39,270	Nil	..	1,47,583
Rohilkund and Kumaon Railway	6	23,645	2,999	5,895	..	..	32,539
Total	..	46,65,979	15,57,315	27,67,031	10,728	1,05,816	91,08,899
Add—From fine funds	..	6,652	67,974	Nil	2,38,481	*6,787	5,86,125
GRAND TOTAL	759	Rs. 46,72,631	16,25,289	27,67,031	2,49,209	3,78,534	96,92,994

\*Compassionate grants.

[For 1928-29 figures see next page.]

## APPENDIX E (ii).

Statement showing grants from revenue and the fine fund for welfare objects during 1928-29.

Name of railway.	Approximate number of employees (in thousands).	Disbursements.					Total.
		Medical grants.	Education grants.	Sanitation grants.	Recreation grants.	Miscellaneous grants.	
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
North Western Railway ..	118	8,80,826	4,77,986	6,75,923	1,448	58,576	20,94,759
Eastern Bengal Railway ..	52	4,05,082	1,36,416	2,19,428	Nil	60,781	8,21,707
East Indian Railway ..	153	8,28,638	4,60,129	5,97,514	—871	6,045	18,91,455
West Indian Peninsula Railway	118	5,78,150	2,24,769	3,69,572	Nil	26,739	11,99,230
Burma Railways ..	29	3,23,589	15,990	1,78,532	Nil	1,981	5,19,102
Bengal-Nagpur Railway ..	74	4,94,048	1,09,294	3,20,112	68	12,399	9,35,921
Bombay, Baroda and Central Indian Railway.	72	4,93,252	73,658	1,57,589	—52	Nil	7,24,447
Madras and Southern Mahratta Railway.	55	3,40,954	79,761	1,00,231	..	746	5,21,692
South Indian Railway ..	37	2,32,530	44,731	78,970	..	1,488	3,57,719
Assam-Bengal Railway ..	18	1,75,228	15,929	84,375	..	2,147	2,77,679
Bengal and North-Western Railway.	27	93,858	8,183	39,708	Nil	..	1,41,749
Rohilkund and Kumaon Railway	6	23,785	3,494	6,689	..	..	33,968
Total ..	..	48,69,940	16,49,350	28,28,643	593	1,70,902	95,19,428
Add—From fine funds..	..	8,376	81,368	Nil	3,05,555	*6,565	6,34,683
GRAND TOTAL ..	759	Rs. 48,78,316	17,30,718	28,28,643	3,06,148	4,10,286	1,01,54,111

\*Compassionate grants.

## APPENDIX F (i).

Transactions of the fine fund for the year 1927-28.

Name of railway.	Approximate number of employees (in thousands).	Disbursements.					Total.
		Hospitals for sick employees.	Compassionate allowances.	Schools.	Recreation clubs.	Miscellaneous.	
	No.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
North Western Railway	118	..	..	5,415	34,985	44,078	84,478
Eastern Bengal Railway	52	600	..	40	12,325	2,073	15,038
East Indian Railway	153	3,400	247	19,232	76,830	94,523	1,94,232
Great Indian Peninsula Railway	118	..	..	2,219	30,490	21,288	53,997
Burma Railways	29	..	..	4,215	22,094	9,449	35,758
Bengal-Nagpur Railway	74	2,439	1,356	11,575	13,886	37,179	66,435
Bombay, Baroda and Central India Railway.	72	..	3,138	2,480	14,710	26,484	46,812
Madras and Southern Mahratta Railway.	55	113	1,788	210	2,478	9,463	14,052
South Indian Railway	37	..	258	180	18,189	8,150	26,777
Assam-Bengal Railway	18	..	..	13,493	3,673	924	18,090
Bengal and North-Western Railway.	27	100	..	6,803	4,830	1,053	12,786
Rohilkund and Kumaon Railway	6	..	..	2,112	3,991	*11,567	17,670
Total	759	6,652	6,787	67,974	2,38,481	2,66,231	- 5,86,125

\* Includes Rs. 11,210 due to adjustment on account of revaluation of fine fund securities.  
[For 1928-29 figures see next page.]

## APPENDIX F (II).

Transactions of the *fine fund* for the year 1928-29.

Name of railway.	Approximate number of employees (in thousands).	Disbursements.					Total.
		Hospital for sick employees.	Compassionate allowances.	Schools.	Recreation clubs.	Miscellaneous.	
	No.	Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
North Western Railway ..	118	..	..	4,511	41,667	41,489	87,647
Eastern Bengal Railway ..	52	800	..	40	16,380	1,760	18,980
East Indian Railway ..	153	4,400	979	19,258	1,02,638	85,654	2,12,929
Great Indian Peninsula Railway	118	342	..	2,335	44,781	124,378	71,836
Burma Railways ..	29	10	..	4,858	22,957	9,276	37,101
Bengal-Nagpur Railway ..	74	1,886	2,264	26,567	13,704	28,566	72,987
Bombay, Baroda and Central India Railway.	72	..	2,072	3,826	26,931	15,877	48,706
Madras and Southern Mahratta Railway.	55	575	1,000	183	4,843	10,653	17,254
South Indian Railway ..	37	113	250	180	19,241	9,062	28,846
Assam-Bengal Railway ..	18	..	..	9,815	3,593	582	13,990
Bengal and North Western Railway.	27	250	..	7,606	4,279	5,469	17,604
Rohilkund and Kumaon Railway	6	..	..	2,189	4,541	73	6,803
Total ..	759	8,376	6,565	81,368	3,05,555	2,32,819	6,34,683

## APPENDIX G.

Statements of railway schools (other than technical) and pupils for the year 1928-29 on Class I Indian railways.

Railways.	Number of railway schools maintained.			Number of pupils (children of railway employees only), on 1st April 1929 at railway schools.						Number of pupils (children of railway employees only) at railway-aided schools on 1st April 1929.	
	Europeans and Anglo-Indians.	Indians, other than prim-ary.	Indians, prim-ary.	Europeans and Anglo-Indians.		Indians, other than primary.		Indians, primary.		Europeans and Anglo-Indians.	Indians.
				Boys.	Girls.	Boys.	Girls.	Boys.	Girls.		
1	2	3	4	5	6	7	8	9	10	11	12
North Western Railway	5	2	1	82	77	383	112	19	20	1,096	911
Eastern Bengal Railway	4	9	..	31	34	166	1	..	..	404	1,810
East Indian Railway	(a)24	11	(b)54	578	485	1,708	..	7,258	9	330	1,753
Great Indian Peninsula Railway	12	..	..	320	286	15	17	19	15	512	1,258
Burma Railways	2	1	..	25	26	46	..	257	12	43	316
Bengal-Nagpur Railway	9	7	10	326	293	1,742	27	518	317	439	108
Bombay, Baroda and Central India Railway	11	2	10	143	165	344	5	654	256	235	599
Madras and Southern Mahratta Railway	17	..	5	348	356	..	..	649	128	189	514
South Indian Railway	8	..	1	236	259	..	..	221	98	156	186
Assam-Bengal Railway	..	4	4	..	..	432	71	99	125	82	61
Bengal and North Western Railway	..	..	1	47	38	..	..	182	42	35	108
Rohilkund and Kumaon Railway	..	..	..	..	..	..	..	..	..	..	..
Total	97	36	87	2,136	2,019	4,836	233	9,876	1,022	3,521	7,704
				4,155		5,069		10,898			

(a) Including the three boarding schools at Oatgrove.

(b) Including the schools at the collieries and 37 schools for Indian adults of the Operating Department.



## APPENDIX G—concl'd.

Railways.	Total expenditure during the year from revenue on railway schools maintained				Total grants made during the year from revenue to non-railway schools.				Taxes paid to municipal or other local authorities in the form of education tax during the year.	Total capital expenditure during the year.
	Europeans and Anglo-Indians.		Indians, other than primary.		Europeans and Anglo-Indians.		Indians.			
	14	15	16	17	18	19	20	21		
13	Ra.	Ra.	Ra.	Ra.	Rs.	Ra.	Ra.	Ra.	Ra.	Ra.
North Western Railway	15,205	8,582	1,560	1,41,297	1,120	19,422	15,033	..	..	..
Eastern Bengal Railway	10,512	7,031	..	39,506	..	5,397	13,770	..	..	..
East Indian Railway	2,07,116	29,101	1,664	51,672	836	5,108	4,444	..	..	12,671
Great Indian Peninsula Railway	*36,157	..	..	67,645	12,271	2,649	8,981	..	..	..
Burma Railways	3,647	5,441	1,997	477	9,281	..	..	..	..	..
Bengal-Nagpur Railway	33,369	36,392	6,488	19,747	..	3,125	970	..	..	12,498
Bombay, Baroda and Central India Rail- way.	29,082	9,962	12,588	9,392	..	2,355	1,067	..	..	13,373
Madras and Southern Mahratta Railway	53,068	..	9,915	2,406	..	8,649	503	2,325	..	..
South Indian Railway	27,141	..	2,993	7,339	3,143	3,660	144	9,572	..	10,256
Assam-Bengal Railway	..	3,933	1,770	6,962	..	..	425	..	..	6,378
Bengal & North-Western Railway	4,167	..	600	2,159	..	..	1,257	..	..	..
Rohtak & Kumaon Railway	..	..	..	3,494	2,189	..	..	..	..	..
Total ..	4,19,464	1,00,442	39,575	3,52,096	28,840	49,365	46,584	11,897	..	64,146

\* Includes expenditure on Indians other than primary and Indian primary schools also.

## APPENDIX H.

**Note by the B., B. and C. I. Railway on the activities of the Jackson Co-operative Credit Society.**

During the course of the examination of the B. B. and C. I. Railway witnesses at Ajmer on November the 11th and 12th the Royal Commission requested the Staff Officer to furnish for their information the following information with statements where necessary :—

- (A) What classes of men are entitled to take loans from the Co-operative Credit Society.
- (B) General conditions governing the grant of loans in the ordinary way.
- (C) Special conditions in regard to loans to gangmen.

**As regards (A)—**

There is no hard and fast rule to decide this. Generally all staff either on the permanent or temporary establishment, including menials and daily rated but monthly paid staff, who are members of the Society can take loans. Membership is open to all who pay an entrance fee of Re. 1 and purchase a share.

**As regards (B)—**

- (1) The amount of a loan is always limited to 6 months' pay of a borrower.
- (2) The borrower must produce two other employees of the Company who are men of the required standing to act as sureties. It is very difficult to define the required status of the sureties, as every case has different aspects. Generally, however, men who are members of the Provident Fund and who have rendered 10 years service, that is to say, men whose assets with the Company are such as to cover their liabilities with the Company and the Society or whose pay is sufficiently large to permit a full recovery on account of instalments therefrom (in case the borrower defaults) are accepted as sureties.
- (3) *Eligibility for loan and to stand surety.*—A borrower is eligible to take a loan upto the limit of 6 months' pay, (provided there is no liability against him as surety for some other loan). If, however, he has stood surety to a borrower, his liability on this account together with his own loan should not exceed 12 months' pay. Conditions similar to the above apply also in the case of a surety that is to say, a surety's liabilities on all accounts should not exceed 12 months' pay.

If a surety or borrower has sufficient assets at his credit in the Provident Fund to cover his own loan with the Society the limit of 12 months' pay is raised to 18 months.

- (4) The general scale of the amount of loan is Rs. 20 for each share of Re. 1 held by the borrower except in the cases of lower paid men who are granted loans upto Rs. 200 or the equivalent of 6 months' pay, whichever is less, on their holding one share of Re. 1.
- (5) The maximum number of instalments permitted to repay a loan is 30.

**As regards (C)—**

Any employee desiring to take a loan from the Society is required to furnish two sureties as required under B (2). But owing to the nature of their employment Gangmen are not in touch with men of the required standing to act as sureties. As it was found that the great majority of gangmen were in the hands of professional money lenders such as Pathans, Marwaris and Baniyas and in great distress in consequence of the exorbitant rate of interest charged, the condition imposed under B (2) was waived, and loans are now issued to Gangmen of 5 years' service provided they produce two sureties (not necessarily members of the Provident Fund) who have rendered at least 5 years' service.

The special condition under which this concession is granted to a Gangman is that he shall utilise the money through the Staff Officer for the specific purpose of liquidating his

## APPENDIX H—contd.

debts with professional money-lenders. The Staff Officer undertakes the complete liquidation through his Investigator, and although the concession has only very recently come into force the success already achieved is remarkable and the prospects extremely promising. A statement is attached showing the initial list of liquidations seriatim. From this it will be seen that the reductions of the men's capital debts amount in some cases to over 50% ; the reason being of course that the exorbitant interest already paid by the borrower has already covered the original loan several times over.

The effect and benefits of these settlements to the men are incalculable and it is expected, will considerably enhance efficiency. As a simple illustration the case of a man who borrows Rs. 100 from a professional money lender is cited. Assuming the interest charged to be As. 2 per Rupee per month (which is very common) the amount payable as interest to the money-lender is Rs. 12/8 per month. It is obvious that a man, drawing pay on a scale from Rs. 13/8 to Rs. 26 as these Gangmen do, cannot meet this monthly liability in full. The money-lender however squeezes every possible pie from him and adds the deficit to the original debt with compound interest and the amount at the man's debit rapidly grows. In course of time the money lender relieves the man of his entire monthly pay and supplies him with a minimum amount of food and necessaries in kind. If the man has a family, his wife and children are often put out to work by the money lender and are paid at a minimum in kind.

On a similar loan from the Co-operative Credit Society for repayment in 24 instalments the man would pay approximately Re. 0-7-0 per mensem interest *plus* repayment instalment of Rs. 4-3-0 per mensem which would result in his being entirely free of debt at the end of two years ; whereas in the case of a professional money-lender the heavy monthly payments would probably continue throughout the man's life and his capital debt be constantly increased.

A question was asked by Sir Victor Sassoon at Ajmer, as to the losses sustained by the Society on account of defaulters. For the information of the Commission the following figures are taken from the Society's Balance Sheets over the past 5 years :—

Years.	Loans Issued.			Amount of recoveries.			Amount of bad debts.		
	Rs.			Rs. a. p.			Rs. a. p.		
1924-25 .. ..	20,91,700	19,54,866	8 5	861	1	0			
1925-26 .. ..	23,76,240	23,09,227	3 8	39	3	0			
1926-27 .. ..	26,80,000	26,57,491	14 8	0	0	0			
1927-28 .. ..	31,19,790	30,17,163	9 3.	175	0	0			
1928-29 .. ..	31,15,950	31,32,730	13 3	147	5	0			
	1,33,83,680	1,30,71,480	1 3	1,222	9	0			

These figures speak for themselves.

The Commission further asked for a statement showing the number of lower paid staff who took loans; the amounts of such loans, the amounts of their debts and the percentage of defaulters to the average number of loans. Following is a statement showing the number of lower paidmen against whom loans are outstanding to date, the amount of their loans and the percentage of defaulters to that number.

Number of low paid staff against whom loans are outstanding to date, i.e., staff drawing Rs. 35 per month and under.	Total amount of their loans.	No. of defaulters.	% of defaulters to the No. in the first column.
3,651	Rs. 4,37,870	105	2-9

In all these cases the loss, i.e., Rs. 9,263-11-0 in all, fell on the sureties.

It is not possible to state the amount to which the above lower paid staff was indebted to professional money-lenders for the reason that the great bulk of these loans was taken under the ordinary rules of the Society backed by the usual sureties in which case it is not necessary for the borrower to declare what his debts are.

*Shares and Loans.*—The Society during the year ending 31st March 1929 issued 10,558 loans amounting to Rs. 31,15,950 and during the past six months ending 30th September 1929, 6,356 loans amounting to Rs. 17,65,740.

The total number of shares taken in the Company as at 31st March 1929 was 47,049 (Rs. 10 each) and that issued during the last six months ending 30th September 1929 is 7,481 (of Rs. 1 each).

## APPENDIX H—contd.

Statement showing the amount of loans and their disbursements.

Names.	Designation.	Amount of debt.	Amount of loan.	Disbursement of the Amount of Loan.			Remarks.
				Amount of settlement.	% reduction on claims.	Amount returned to the Society to be credited to the man's account.	
Babu Tazia ..	Muccadam ..	Rs. 187	Rs. 200	Rs. 152	Rs. 19	Rs. 48	
Dasharath Sabaji ..	Keyman ..	119	100	99/13	16	..	Balance of As. 3 paid to the Keyman.
Sadu Malari ..	Gangman ..	200	200	200	..	..	Special mortgage case.
Jethia Rama ..	" ..	180/2/6	150	150	17	..	
Beaker Hari ..	" ..	160	150	150	7	..	
Chinda Aila ..	Trolleyman ..	154/6	140	140	10	..	
Bablia Pandoo ..	Gangman ..	171/7/3	150	149/7/3	13	..	Rs. 0/8/9 paid to the man.
Govind Raghoo ..	Mate ..	..	200	..	..	..	Cheque returned to the Society.
Bhaaker Sadoo ..	Gangman ..	200	200	200	..	..	Special case.
Jairam Rama ..	" ..	140	140	140	..	..	Do.
Bela Padman ..	" ..	125	120	120	4	..	

Govind Bendia	..	..	70	60	69	15	..
Soma Dina	..	..	162/8	120	105	36	5
Kharfa Ranu	..	..	136/6	120	120	12	..
Baboo Rama	..	..	..	130	..	..	..
Jipar Kana	..	..	146	110	100	32	10
Kamalia Dama	..	..	166	80	78/12	57	..
Gangia Barkhia	..	..	127	100	100	22	..
Kakadia Lakhma	..	..	159	140	113	29	27
Dharji Bapoodia	..	..	71	100	45	37	55
Ghelia Fuljee	..	..	116	100	76	35	24
Chhania Kasha	..	..	160	100	100	37	..
Keshav Jivlo	..	..	120	100	100	17	..
Fakir Rawia	..	..	160	120	120	25	..
Chunio Budio	..	..	140	100	100	29	..
Bhanio Rawlo	..	..	105	100	100	5	..
Sonio Harko	..	..	165	100	100	34	..
Bhikoo Mitto	..	..	..	100	..	..	..
Somlo Rawio	..	..	..	100	..	..	..

Under disposal.

Balance Rs. 1/4/0. It was paid to the employé as the amount was a trivial one.

These cheques have been held in abeyance.

## APPENDIX H—contd.

Names.	Designation.	Amount of debt.	Amount of loan.	Disbursement of the Amount of Loan.			Remarks.
				Amount of settlement.	% reduction on claims.	Amount returned to the Society to be credited to the man's account.	
		Rs.	Rs.	Rs.	Rs.	Rs.	
Vachio Zinoo ..	Keyman ..	..	100	..	..	100	After investigation it was found that the purpose for which the loan was applied for was not such as to justify the grant thereof under the special concession terms.
Laxman Babaji ..	" ..	230	150	130	44	20	
Rama Vansia ..	Gangman ..	200	140	105	48	35	
Karia Vasia ..	Day line Guard ..	185	110	75	60	35	
Bhula Somla ..	Cooly ..	150	110	75	50	35	
Chamar Bhawa ..	" ..	80	60	50	38	10	
Chaitya Rawji ..	" ..	105	80	62	42	18	
Lalia Jania ..	" ..	187	110	82	59	28	
Dama Bhalia ..	" ..	137	110	100	27	10	
Varmali Bharoo ..	Trolleyman ..	110	80	68	39	12	

[illegible]

## APPENDIX H—concl'd.

Names.	Designation.	Amount of debt.	Amount of loan.	Disbursement of the Amount of Loan.			Remarks.
				Amount of settlement.	% reduction on claims.	Amount returned to the Society to be credited to the man's account.	
C. A. Dawyer ..	Progressman ..	Rs. 1,479/8	Rs. 1,120	Rs. 920	Rs. 38	Rs. 200	
Chango Ganpat ..	Muster Clerk ..	778	500	470	40	30	
Mahadeo Govind Mahajan ..	Do. ..	636	350	350	45	..	
Rhondiram Gopal ..	Do. ..	978	780	780	21	..	
B. Gangaram ..	Do. ..	1,100	750	750	32	..	
Kashinath Govind Valvalkar ..	Clerk, Loco. and Carriage Supt's Office.	1,100	880	880	20	..	
Junardhan R. ..	Muster Clerk ..	600	600	600	..	..	
Kashinath Ganpat ..	Do. ..	884	490	490	45	..	
M. G. Oliveira ..	Fitter, 5445 ..	1,220	1,190	1,190	3	..	
Trimbak Perabram ..	Muster Clerk ..	.	340	..	..	340	Cheque returned to the Co-operative Credit Society.
Joseph Mascaranhas ..	Chargeman ..	2,300	870	870	63	..	



## APPENDIX 1.

The figures given in statements (i) to (iv) should be used with caution as the general raising of wages between the years 1913-14 and 1920-21 and the years 1920-21 and 1928-29 has had the effect of transferring large numbers of men from one category to another and thereby causing a considerable fluctuation in the number of men in each category and their average cost. The objects which the Royal Commission on Labour have in view can probably be gained by an examination of the scales of pay in force during the three years in question of certain typical classes of establishment and by working out the average cost of each group of establishment based on their scales of pay. This has been done in the case of the S. I. Railway *vide* statement (v) of this appendix

The cost of staff includes compensatory allowance, house allowance and overtime allowances to Running staff only.

## APPENDIX I (i).

*Comparative statement showing the number and cost of superior staff during 1913-14, 1920-21 and 1928-29.*

Railway.	Departments.	Superior staff.								
		Number.			Cost.			Average cost per officer.		
		On 31st March 1914.	On 31st March 1921.	On 31st March 1929.	During 1913-14.	During 1920-21.	During 1928-29.	1913-14.	1920-21.	1928-29.
N. W. ..	a	52	71	76	4,30,544	6,48,165	10,13,631	8,280	9,129	13,337
	b	44	52	54	3,49,152	5,25,959	7,68,913	7,935	10,115	14,239
E. B. ..	a	35	42	41	3,03,010	4,13,500	6,33,934	8,657	9,845	15,462
	b	14	21	22	1,33,620	2,22,600	3,65,700	9,544	10,606	16,097
E. I. ..	a	59	68	73	4,88,000	7,50,000	9,86,000	8,271	11,029	13,507
	b	36	45	56	3,70,000	5,31,000	8,37,000	10,277	11,800	14,956
G. I. P. ..	a	*	*	82	*	*	13,99,669	*	*	17,069
	b	*	*	28	*	*	5,83,145	*	*	20,827
Burma ..	a	20	24	26	1,97,638	3,19,940	4,31,700	9,881	13,331	16,603
	b	15	16	20	1,51,506	2,89,679	3,34,719	10,190	18,105	16,736
B. N. ..	a	28	49	50	2,50,386	4,77,422	7,14,308	8,942	9,743	14,286
	b	20	27	34	2,16,762	3,74,284	5,32,608	10,838	13,862	15,668
B., B. & C. I.	a	32	46	45	3,12,550	4,47,438	6,69,781	9,986	9,727	14,884
	b	35	31	36	2,64,141	4,29,109	4,76,625	10,566	13,842	13,240
M. & S. M.	a	28	30	29	2,38,796	3,50,043	4,08,815	8,528	11,668	14,097
	b	18	19	24	1,90,108	2,90,180	3,98,704	10,562	15,273	16,613
S. I. ..	a	21	22	24	2,04,379	2,36,465	3,23,930	9,732	10,752	13,500
	b	10	11	19	1,23,000	1,93,799	2,75,940	12,300	17,616	14,520
A. B. ..	a	10	15	17	75,575	1,52,987	1,87,331	7,555	10,199	11,019
	b	7	9	11	57,315	1,01,101	1,39,000	8,188	11,233	12,636
B. & N. W.	a	12	15	18	90,723	1,17,196	2,24,974	7,560	7,813	12,498
	b	12	12	15	97,565	1,19,601	2,00,207	8,130	9,967	13,347
R. & K. ..	a	4	3	5	22,872	27,565	41,673	5,718	9,188	8,335
	b	4	4	5	31,233	46,860	43,824	7,808	11,715	8,765

\* Not available.

a represents Transportation and Commercial (or Traffic).

b represents Mechanical Engineering (or Loco. and Carriage and Wagon).

## APPENDIX I (ii).

*Comparative statement showing the number and cost of staff during 1913-14, 1920-21 and 1928-29.*

Railway.	Departments.	Subordinate staff.								
		Subordinates drawing Rs. 250 per mensem and over on scales of pay rising to Rs. 250 per mensem and over.								
		Number.			Cost.			Average cost per subordinate.		
		On 31st March 1914.	On 31st March 1921.	On 31st March 1929.	During 1913-14.	During 1920-21.	During 1928-29.	1913-14.	1920-21.	1928-29.
N. W. ..	a	148	279	354	4,28,688	8,03,375	14,19,526	2,897	2,880	4,010
	b	146	269	510	6,31,744	12,88,355	21,96,101	4,327	4,789	4,306
	c	..	71	375	..	2,16,350	12,80,552	..	3,047	3,415
E. B. ..	a	70	128	125	2,12,260	5,54,900	6,09,490	3,032	4,335	4,875
	b	47	96	144	1,94,816	4,51,860	6,99,440	4,145	4,707	4,857
	c	57	91	78	1,68,296	3,57,300	3,49,650	2,953	3,926	4,483
E. I. ..	a	120	398	432	4,59,000	15,13,000	17,35,000	3,558	3,802	4,016
	b	317	962	1,032	10,91,000	42,15,000	45,50,000	3,442	4,381	4,409
	c	*	*	*	*	*	*	*	*	*
G. I. P. ..	a	*	*	881	*	*	40,29,957	*	*	4,574
	b	*	*	210	*	*	11,72,431	*	*	5,583
	c	*	*	1,011	*	*	47,04,936	*	*	4,654
Burma ..	a	19	36	103	53,223	1,24,819	3,76,886	2,801	3,467	3,659
	b	38	92	162	1,35,504	4,96,055	7,61,296	3,566	5,392	4,699
	c	49	106	200	1,42,250	4,79,907	8,42,581	2,903	4,527	4,213
B. N. ..	a	49	236	197	1,33,759	6,22,036	6,78,793	2,730	2,636	3,446
	b	55	92	368	2,38,490	4,87,418	12,79,340	4,336	5,298	3,476
	c	29	105	332	80,981	2,83,478	9,74,511	2,792	2,700	2,935
B., B.&C. I.	a	48	150	257	1,59,100	4,82,423	9,52,990	3,315	3,216	3,708
	b	32	119	487	1,41,996	7,44,502	27,19,831	4,437	6,256	5,585
	c	22	71	302	68,040	2,27,380	13,55,205	3,093	3,203	4,487
M. & S. M.	a	15	27	31	41,754	1,01,183	1,36,584	2,784	3,748	4,406
	b	62	106	174	2,57,317	7,42,722	8,60,945	4,150	4,474	4,948
	c	*	79	78	*	2,58,159	2,93,281	..	3,268	3,760
S. L. ..	a	10	34	36	30,094	1,12,211	1,23,212	3,012	3,300	3,420
	b	34	93	173	1,38,600	3,37,943	6,90,476	4,080	3,636	3,996
	c	2	67	118	5,730	1,53,779	3,58,420	2,865	2,295	3,037
A. B. ..	a	13	21	26	34,716	67,357	92,868	2,670	3,207	3,571
	b	23	29	36	77,340	1,34,376	1,74,708	3,362	4,634	4,853
	c	..	..	..	..	..	..	..	..	..
E. & N. W.	a	14	15	20	46,430	55,037	72,410	3,316	3,669	3,620
	b	48	48	43	1,47,720	1,96,080	1,84,320	3,072	4,080	4,284
	c	7	12	7	21,000	45,048	27,540	3,000	3,754	4,056
R. & K. ..	a	Nd	6	7	Nd	18,758	23,733	Nd	3,126	3,390
	b	2	7	2	6,295	25,740	7,332	3,147	3,677	3,606
	c	6	7	11	18,215	24,039	46,594	3,036	3,434	4,236

\* Not available.

a represents Transportation and Commercial (or Traffic)—all staff including supervisory and clerical.

b represents Mechanical Engineering (or Loco. and Carriage and Wagon)—all staff including supervisory and clerical.

c represents all departments—Subordinate staff (Labour only) except supervisory and clerical staff.

## APPENDIX I (iii).

Comparative statement showing the number and cost of staff during 1913-14, 1920-21 and 1928-29.

Railway.	Departments.	Subordinate staff.								
		Subordinates on scales of pay rising to less than Rs. 250, but excluding those drawing less than Rs. 30 per mensem and on scales of pay terminating under Rs. 30 per mensem.								
		Number.			Cost.			Average cost per subordinate.		
		On 31st March 1914.	On 31st March 1921.	On 31st March 1929.	During 1913-14.	During 1920-21.	During 1928-29.	1913-14.	1920-21.	1928-29.
N. W. ..	a	9,185	15,507	13,767	41,35,086	87,22,897	1,13,46,207	450	563	824
	b	840	9,335	18,889	4,00,104	54,75,160	1,44,92,614	476	587	767
	c	8,985	24,600	36,558	38,31,284	1,32,71,414	2,61,33,814	426	539	715
E. B. ..	a	4,041	5,459	5,674	23,30,088	37,45,584	54,71,252	576	686	964
	b	677	896	993	7,08,624	11,93,488	17,47,100	1,180	1,332	1,759
	c	4,262	6,483	7,914	28,11,673	46,27,424	72,15,038	660	714	912
E. I. ..	a	8,441	10,567	11,000	41,98,000	72,11,000	90,00,000	437	682	815
	b	8,384	10,365	19,602	33,50,000	45,00,000	1,15,00,000	399	434	587
	c	16,063	20,485	22,125	79,55,000	1,10,00,000	1,29,83,000	495	537	587
G. I. P. ..	a	*	*	15,610	*	*	1,38,00,985	*	*	890
	b	*	*	9,883	*	*	79,19,507	*	*	801
	c	*	*	27,783	*	*	2,25,72,780	*	*	812
Burma ..	a	1,396	1,849	2,380	9,18,761	14,79,020	19,94,620	658	800	834
	b	2,069	2,777	4,081	14,62,349	21,31,422	31,57,489	707	768	774
	c	3,473	4,692	6,753	23,52,631	35,79,352	52,99,351	677	763	785
B. N. ..	a	2,842	4,347	5,360	16,02,010	31,44,868	48,95,487	564	723	913
	b	4,301	7,989	8,760	18,07,307	49,47,821	66,30,436	420	619	757
	c	6,653	11,881	14,315	31,35,031	74,88,323	1,10,68,176	471	630	773
B. E. & C. I.	a	4,835	6,176	7,221	28,58,846	53,91,459	82,70,217	591	954	1,774
	b	878	1,295	7,689	10,69,864	21,30,025	69,44,756	1,219	1,645	903
	c	9,369	12,095	19,602	41,77,240	94,54,170	1,66,32,685	446	782	849
M. & S. M.	a	2,842	3,192	3,805	13,70,261	23,25,500	33,25,519	482	729	874
	b	5,103	6,347	6,932	23,43,509	43,53,443	49,89,172	459	686	720
	c	7,189	9,074	10,482	32,70,497	60,46,625	74,07,672	455	666	707
S. I. ..	a	2,847	3,241	4,214	12,25,221	20,73,763	24,42,102	432	636	576
	b	2,100	2,254	2,589	23,65,932	23,86,028	28,36,436	1,116	1,056	1,092
	c	4,480	5,029	6,339	33,94,011	41,36,145	49,48,886	756	822	780
A. B. ..	a	432	944	1,201	2,60,052	6,41,064	9,09,240	602	679	757
	b	640	936	1,612	2,82,984	5,32,776	8,83,020	442	569	548
	c	1,091	1,913	2,826	5,35,236	11,45,136	17,36,472	491	598	614
B. & N. W.	a	944	1,510	1,826	4,47,073	8,06,262	11,21,945	473	534	614
	b	275	733	1,172	1,95,840	4,43,568	5,98,596	708	600	510
	c	608	1,570	2,243	3,33,433	8,20,757	11,97,249	548	523	534
R. & K. ..	a	197	311	328	1,13,506	1,72,333	1,98,672	576	556	606
	b	55	221	174	43,788	1,19,748	1,07,652	796	541	618
	c	64	202	340	31,714	95,568	1,55,686	496	473	458

\* Not available.

a represents Transportation and Commercial (or Traffic)—all staff including supervisory and clerical.

b represents Mechanical Engineering (or Loco. and Carriage and Wagon)—all staff including supervisory and clerical.

c represents all departments—Subordinate staff (Labour only) except supervisory and clerical staff.

# APPENDIX I (iv).

Comparative statement showing the number and cost of staff during 1913-14, 1920-21 and 1928-29.

and 1928-29.

Railway.	Departments.	Subordinate staff.								
		Subordinates drawing less than Rs. 30 per mensem and on scales of pay terminating under Rs. 30 per mensem.							Average cost per subordinate.	
		Number.			Cost.					
		On 31st March 1914.	On 31st March 1921.	On 31st March 1929.	During 1913-14.	During 1920-21.	During 1928-29.	1913-14.	1920-21.	1928-29.
N. W. ..	a	15,574	7,574	18,800	15,03,986	15,02,023	42,62,405	97	210	227
	b	320	4,723	15,301	44,455	12,57,850	42,47,756	139	266	278
	c	20,853	19,927	72,847	21,74,370	47,66,837	1,71,90,864	104	239	236
E. B. ..	a	7,971	8,363	7,821	8,85,868	14,57,216	16,37,266	111	174	209
	b	1,592	1,882	1,920	2,58,520	4,15,252	4,45,436	162	221	232
	c	22,426	23,711	24,816	26,46,672	40,29,068	50,51,085	118	170	204
E. I. ..	a	11,935	13,020	13,400	12,62,000	23,82,000	26,00,000	106	183	194
	b	20,850	25,110	32,671	28,28,000	47,57,000	70,33,000	136	181	215
	c	65,738	75,997	91,258	75,06,000	1,33,77,000	1,90,30,000	114	176	208
G. I. P. ..	a	*	*	27,084	*	*	67,54,579	*	*	249
	b	*	*	6,666	*	*	21,44,091	*	*	322
	c	*	*	84,656	*	*	182,55,528	*	*	216
Burma ..	a	2,195	2,062	2,672	3,02,700	4,11,877	5,63,800	138	200	199
	b	4,756	4,022	5,934	9,39,335	10,76,913	13,61,524	198	268	270
	c	12,847	12,445	19,882	22,22,618	26,06,188	41,93,773	173	209	211
B. N. ..	a	4,705	7,800	8,178	4,81,783	11,38,218	15,36,630	102	146	188
	b	9,112	16,163	16,850	9,84,108	25,23,948	37,34,698	108	156	222
	c	29,685	44,692	53,837	28,79,640	63,33,275	99,26,214	97	142	184
B., B. & C. I.	a	8,578	10,606	11,326	10,60,040	23,17,464	24,62,948	121	237	227
	b	399	388	9,680	80,658	1,28,950	23,18,061	202	332	239
	c	29,222	35,037	45,325	37,87,190	81,46,341	1,10,47,312	130	233	244
M. & S. M.	a	6,623	7,450	7,417	8,90,227	13,27,883	13,94,655	134	178	188
	b	9,512	11,935	11,966	13,20,460	24,77,339	32,06,952	139	208	268
	c	23,788	28,659	34,379	2,83,827	49,50,759	66,27,160	113	173	193
S. I. ..	a	4,707	5,235	7,026	4,00,542	8,28,686	10,08,470	72	156	144
	b	8,518	10,213	8,526	18,20,231	33,87,018	29,76,574	216	336	348
	c	20,344	23,147	25,221	30,84,962	57,88,289	60,28,582	151	249	239
A. B. ..	a	1,945	2,045	2,512	3,21,120	4,29,912	5,04,508	165	210	101
	b	1,744	2,326	3,004	2,90,280	4,45,180	5,48,068	166	191	183
	c	6,998	8,679	10,229	9,92,400	17,54,640	19,85,784	142	202	194
B. & N. W.	a	4,431	4,320	4,907	3,95,127	5,29,295	7,21,132	89	122	145
	b	9,327	7,676	7,741	9,67,620	12,26,700	14,98,668	102	159	192
	c	20,557	19,247	20,725	18,22,041	20,43,243	30,98,266	89	106	149
R. & K. ..	a	927	860	1,001	1,11,492	1,25,878	1,49,414	121	147	149
	b	1,287	840	636	1,38,480	1,52,292	1,09,284	107	181	171
	c	2,625	2,819	2,845	2,28,633	3,58,513	3,95,676	87	127	139

\* Not available.

a represents Transportation and Commercial (or Traffic)—all staff including supervisory and clerical.

b represents Mechanical Engineering (or Loco. and Carriage and Wagon)—all staff including supervisory and clerical.

c represents all departments—Subordinate staff (Labour only) except supervisory and clerical staff.

## APPENDIX I (v).

Comparative statement showing the number and cost of certain typical classes of subordinate staff during 1913-14, 1920-21 and 1928-29.

Railway.	Department	Designation.	Subordinate staff.								
			Number.		Cost.			Average cost per subordinate.			
			On 31st March 1914.	On 31st March 1921.	On 31st March 1929	During 1913-14.	During 1920-21.	During 1928-29.	1913-14.	1920-21.	1928-29.
S. L. ..	Traffic	Signallers .. ..	300	288	172	89,460	1,42,848	98,016	298	496	570
		Inferior staff—									
		Head Pointsmen and Pointsmen ..	1,282	1,385	2,609	1,21,704	2,27,340	3,90,768	95	164	149
		(atenmen .. ..	1,261	1,304	1,315	88,356	1,93,776	1,94,748	70	149	148
		Foremen (Workshops and Running sheds) and Loco Inspectors.	37	40	55	1,52,676	1,99,020	3,50,076	4,126	4,975	6,365
	Mechanical	Transportation Branch—									
		Running staff—									
		Drivers .. ..	412	443	569	4,95,576	7,30,620	9,94,728	1,202	1,649	1,748
		Firemen .. ..	804	886	1,080	2,12,220	4,31,016	5,68,048	264	487	517
		Brakeemen .. ..	28	40	40	5,376	13,440	13,440	192	336	336



## APPENDIX J—concl'd.

(ii) Other Staff.

Pre-war rates of pay.	North Western Railway.	Punjab Government.	Oudh & Rohilkhand Railway.	United Provinces Government.	East Indian Railway.	Bihar & Orissa Government.	Bengal-Nagpur Railway.	Central Provinces Government.	Eastern Bengal Railway.	Madras & Southern Mahratta Railway.	South Indian Railway.	Madras Government.	Great Indian Peninsula and Bombay, Baroda & Central India Railways.	Bombay Government.
Ra.	%	%	%	%	%	%	%	%	%	%	%	%	%	%
260	20 to 117	29 to 33	12 to 57	20	17 to 110	20	17 to 95	..	21 to 47	15 to 76	24	20	29 to 32	20
225	53 to 108	40	7 to 55	20	33 to 53	20	36 to 117	..	20 to 90	22	24	21 to 24	29 to 32	20
200	12 to 134	14 to 63	7 to 42	20	21 to 106	25	20 to 31	14 to 31	25 to 109	21 to 26	15 to 47	12 to 27	31 to 40	26
160	17 to 110	14 to 75	21 to 104	30	28 to 117	25	24 to 73	..	22 to 83	19 to 49	12 to 71	21 to 48	31 to 40	26
100	16 to 83	3 to 89	9 to 129	40	24 to 113	25	37 to 150	22 to 42	22 to 83	15 to 47	20 to 90	25 to 44	31 to 40	26
75	34 to 52	50 to 81	15 to 88	45	18 to 87	25	27 to 117	46 to 52	17 to 115	23 to 38	25 to 68	25 to 66	37 to 50	75
50	58 to 91	8 to 123	32 to 84	58	42 to 100	33	26 to 93	60 to 138	38 to 83	25 to 28	8 to 124	21 to 60	37 to 50	75
Below 50	51 to 78	31 to 92	4 to 156	58 & 77	33 to 112	33	20 to 200	42 to 134	30 to 130	25 to 66	17 to 140	20 to 78	50 to 73	75 & 100
Minerals..	75 to 167	70 to 98	16	61	25 to 200	33	23 to 159	..	22 to 156	27 to 134	9 to 88	67	..	..

NOTE—(i) Information as to the increases given by the Bengal Government is not available.  
(ii) Percentage increases are given to the nearest whole numbers.



## APPENDIX K.

*Pass rules for the employees in subordinate and inferior grades on the principal railways over their home lines.*

Railways.	Class of passes employees are entitled to.			Number of passes admissible in a year.		Special rules of general application.
	2nd Class.	Inter Class.	3rd Class.	Salary.	Number of passes.	
North Western Railway.	(i) Staff on Rs. 126 per mensem and over. (ii) Accountants, travelling inspectors of accounts, stock verifiers, lady typists, lady booking clerks, lady ticket collectors, lady telegraph clerks, lady teachers and hospital nurses.	Staff on Rs. 50 to Rs. 125 per mensem.	Staff on less than Rs. 50 per mensem.	Above Rs. 250 .. Rs. 250 and under down to Rs. 100. Under Rs. 100 ..	Ten single journey passes. Eight single journey passes. Six single journey passes plus two to be used either at Christmas or Dussehra or Muharram.	In the case of guards, drivers, foremen, shedmen, shunters, brakemen and travelling ticket examiners, their total emoluments, i.e., pay plus 75% of pay are taken into consideration in determining the class of pass to be granted. NOTE.—Daily rated mistries working in railway shops, etc., are not entitled to second class privilege passes.
Eastern Bengal Railway.	(i) *Staff on over Rs. 125 per mensem. (ii) Military Assistant Surgeons not holding Commissioned rank and Civil and whole time Railway recruited Assistant Surgeons.	Subordinate staff drawing not less than Rs. 21 and not more than Rs. 125 per mensem.	(i) Workmen of the Locomotive and Engineering departments on less than Rs. 60 per mensem. (ii) Subordinate staff on less than Rs. 21 per mensem. (iii) Menial staff.	Over Rs. 150 .. Rs. 150 and less ..	Four single journey passes a month. Eight single journey passes a year.	1. *This includes guards, drivers, firemen, shedmen, shunters, brakemen and travelling ticket examiners on Rs. 90 and over as their total average emoluments exceed Rs. 125 per mensem.

NOTE.—In each of the above cases, two extra single journey passes are allowed for those with over 20 years' service.

# APPENDIX K—concd.

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Railways.	Class of passers employees are entitled to.			Number of passes admissible in a year.		Special rules of general application.
	2nd Class.	Inter Class.	3rd Class.	Salary.	Number of passes.	
Eastern Bengal Railway— <i>concd.</i>	(iii) * Accountants, travelling inspectors of accounts, stock verifiers, lady typists, lady booking clerks, lady ticket collectors, lady telephone clerks and hospital nurses.					2. * Only when proceeding on leave. 3. † Only when proceeding to attend cases of illness among railway employees. 4. Where intermediate class does not exist, second class passes are issued for those on not less than Rs. 75 per mensem. 5. Workmen of the Locomotive and Engineering departments on Rs. 60 per mensem and over are given intermediate class passes. 6. Mistries of the Locomotive and Engineering departments, irrespective of pay, are given intermediate class passes. † Clerical staff irrespective of pay are given intermediate class passes.
East Indian Railway	Staff on Rs. 116 per mensem and over.	† Staff on Rs. 75 to Rs. 115 per mensem.	Staff on less than Rs. 75 per mensem.	Rs. 116 and over ... Under Rs. 116— With one to three years' service.  With three to five years' service. With five years' service.	Three sets  One set: the distance in each direction not to exceed 500 miles except when travelling to and from home. Two sets. Three sets.	

Great Indian Peninsula Railway.	(5) Staff on over Rs. 100 per mensem. (6) Staff who were on Rs. 80 and over per mensem and who were eligible for second class passes up to 31st March 1919.	Staff on Rs. 50 to Rs. 100 per mensem.	Staff on less than Rs. 50 per mensem.	All staff ..	Two sets.
Burma Railways ..	{ Staff on Rs. 125 per mensem and over.	No intermediate class on Burma Railways.	{ Staff on less than Rs. 125 per mensem.	All staff ..	Four sets
Bengal-Nagpur ..	All persons employed on the subordinate establishments drawing salaries of more than Rs. 109 and all school mistresses, lady typists and lady ticket collectors.	All persons whose pay ranges from Rs. 40 to Rs. 109.	All others ..	All employees	Two sets
Bombay, Baroda & Central India Railway.	Employees drawing pay of Rs. 125 and over.	Employees drawing Rs. 85 to Rs. 124.	Employees drawing under Rs. 65.	Above Rs. 250	Four sets.
Madras & Southern Mahratta Railway.	Employees drawing Rs. 106 and over.	Employees drawing Rs. 76 to 104	Others ..	Rs. 250 or less. All employees	Three sets. Four single journey passes.
Bengal & North-Western Railway.	{ (i) Staff on Rs. 100 per mensem and over.	Staff on Rs. 50 to less than Rs. 100 per mensem.	Staff on less than Rs. 50 per mensem.	All staff	{ 2 sets or 4 single journey passes on home line, also one set foreign line passes which includes a 3rd home line return journey.
Rohilkund & Kumaon Railway.	(ii) Lady teachers.				

{ Staff with over 15 years' service on Rs. 90 per mensem and over are given second class passes.

An unlimited number of concession orders is also allowed. A proportion of workshop employees are also allowed two additional sets of free passes—on Puja or Christmas holidays.

The issue of passes to menials is confined to a distance of 100 miles and under.

## APPENDIX L.

(i) List of labour unions appertaining to railways.

Names of railways.	Names of labour unions.	Registered under the Trade Unions' Act or not.	Numerical strength.	Recognized by the railway administration or not.	Office-bearers.
North Western Railway.	(1) The North Western Railway Union, Lahore.	Registered	5,000	Recognized ..	President : Dewan Chaman Lall, M.L.A. General Secretary : Mr. M. A. Khan.
	(2) The General Workers Union, Lahore.	Do. ..	8,500	No ..	
	(3) North Western Railway Compulation Section Union, Lahore.	Do. ..	114	No.	President : Mr. I. B. Sen, M.A., Bar-at-Law. General Secretary : Mr. J. N. Gupta. Organizing Secretary : Mr. M. L. Sarkar.
	(4) North Western Railway Accounts Union, Lahore.	Do. ..	367	No.	
Eastern Bengal Railway.	(1) The Eastern Bengal Railway Indian Employees' Association, Calcutta.	Do. ..	11,147	The railway administration has dealings with these unions.	
	(2) The Kanchrapara Railway Workmen's Unions.	Do. ..	376		
East Indian Railway	(3) The Eastern Bengal Railway Branch of the All-India Co-venanted Non-gazetted Railway Services Association at Kanchrapara.	Do. ..	Not known ..	..	General Secretary : Mr. K. C. Mitra. Assistant Secretary : Mr. S. R. Mondal.
	(1) East Indian Railway Union, Lalooah.	..	..	No ..	

(2) Do. Moradabad.	do.	Registered	..	Recognized to the extent of dealing with griev- ances of a general nature.	President : Maulvi Moham- med Yakub, M.L.A. General Secretary : Mr. H. S. Bhatnagar.
(3) Khagole.	do.	Do.	..	..	..
(1) The Great Indian Peninsula Railway's Staff Union, which ● is composed of—	do.	..	3,321	Recognized ..	President : Mr. Jannadas Mehta, M.L.A. Honorary Secretary : Mr. S. C. Joshi, M.A., LL.B., M.L.C. General Secretary : Mr. P. S. Bakhale, B.A., LL.B.
(a) The Great Indian Peninsula Railway Wadi Bunder Staff Union.	do.	..	..	Do.	
(b) The Great Indian Peninsula Railway Staff Union, Poona.	do.	..	..	Do.	
(c) The Great Indian Peninsula Railway Cabin Staff Union.	do.	..	..	Do.	
(d) The Great Indian Peninsula Railway Staff Union, Shola- pur.	do.	..	..	Do.	
(2) The Great Indian Peninsula Railwaymen's Union.	do.	..	42,000	Do.	President : Mr. F. J. Ginwala, M.A., LL.B., M.L.C. General Secretary : Mr. S. H. Jhabwala. Member, Executive Council : Mr. P. D. Chetty.
(3) The Great Indian Peninsula Railway Kamgar Union	do.	Non-regis- tered.	..	Non-recognized	..
No trade unions.	do.	Non-regis- tered.	..	Non-recognized	..
(1) The Bengal Nagpur Rail- way.	do.	Registered	14,000	Recognized ..	General Secretary : Mr. M. N. Mukerjee, B.A.

## APPENDIX L—contd.

Name of railways.	Names of labour unions.	Registered under the Trade Unions' Act or not.	Numerical strength.	Recognized by the railway administration or not.	Office-bearers.
Bengal Nagpur Railway— <i>contd.</i>					
	(2) The Bengal Nagpur Railway Employees' Union, Calcutta.	..	..	No correspondence or deputation is received except in matters of common interest to employees. Recognized ..	.. President : Mr. V. J. Patel, General Secretary : Mr. V. Kothari.
Bombay, Baroda & Central India Railway.	(1) The Bombay, Baroda & Central India Railway Employees' Association, Ahmedabad.	Registered	6,500	..	President : Mr. V. J. Patel, General Secretary : Mr. V. Kothari.
	(2) The Bombay, Baroda & Central India Railway Employees' Union, Parel.	Do. ..	6,300	Do. ..	President : Mr. Jannadas Mehta, M.L.A. General Secretary : Mr. S. H. Jhabvala.
	(3) The Bombay, Baroda & Central India Railway Workers' Federation, Ajmer.	Do. ..	..	Have not yet approached the railway administration for recognition.	..
Madras & Southern Mahratta Railway.	(1) The Madras & Southern Mahratta Railway Employees' Union, Perambur.	Do. ..	8,000	Not formally recognized	President : Mr. V. V. Giri, Bar-at-Law. General Secretary : Mr. G. R. Krishnamurti.
South Indian Railway	The South Indian Railway Labour Union has not functioned since the 1928 strike.	..	..	..	..
Assam-Bengal Railway	(1) Assam-Bengal Railway Indian Employees' Association.	Registered	800	Not recognized	..
Bengal & North-Western Railway.	(1) The Bengal & North-Western Railwaymen's Association, Gorakhpur (1921).	Registered in 1928.	Very small percentage of employees.	Not formally recognized	..
Rohilkund & Kumaon Railway.	No trades union.				

## APPENDIX L—conold.

## (ii) List of labour associations of an all-India character.

Name.	Particulars.	Total membership.	Office-bearers.
<p>The All-India Railwaymen's Federation ..</p> <p>2. Anglo-Indian &amp; Domiciled European Association.</p> <p>3. All India &amp; Burma Covenanted Non-gazetted Railway Service Association (Headquarters: Bombay).</p> <p>National Union of Railwaymen of India &amp; Burma.</p>	<p>This federation is composed of the undermentioned trade unions:—</p> <p>(1) Bengal-Nagpur Railway Indian Labour Union.</p> <p>(2) Eastern Bengal Railway Indian Employees' Association.</p> <p>(3) Madras &amp; Southern Mahratta Railway Employees' Association.</p> <p>(4) Great Indian Peninsula Railwaymen's Union.</p> <p>(5) Great Indian Peninsula Railway Staff Union.</p> <p>(6) Bombay, Baroda &amp; Central India Railway Employees' Union.</p> <p>(7) Bengal &amp; North-Western Railwaymen's Association.</p> <p>(8) North Western Railway Union.</p> <p>(9) East Indian Railway Union, Dinapore.</p> <p>(10) East Indian Railway Union, Moradabad.</p> <p>(11) H. E. H. Nizam's Guaranteed State Railway Employees' Union.</p> <p>(12) South Indian Railway Labour Union. (No information about this union after 1928 strike).</p> <p>Has recently applied to railway for recognition ..</p> <p>Has branches on all important railways; such branches are recognized in Eastern Bengal, Great Indian Peninsula and Bengal-Nagpur railways.</p> <p>Registered under the Trade Union Act, 1926 ..</p>	<p>100,000</p> <p>10,000</p> <p>265</p> <p>2,000</p>	<p>President: Mr. N. M. Joshi, M.L.A. General Secretary: Mr. V. V. Giri, Bar-at-Law.</p> <p>Has not formed itself into a trade union. President: Mr. R. Bell. Honorary General Secretary: Mr. G. E. Townsend. General Secretary: Mr. E. Clarkson.</p>

## APPENDIX M.

**Notes issued by the North-Western Railway Administration for the guidance of Officers in dealing with the Union.**

1. *Interviews.*—A railway officer's time is usually very much occupied, it is for him to select a convenient time for meeting the representatives of the union regarding any matter which he or they may wish to discuss. An officer may use his discretion in giving or refusing an interview to a paid servant of the union who is not an employee of the railway, but to a properly accredited representative of the union, such as the president, or a deputation of two or three members of a divisional committee, he should not refuse an interview. It will probably be best for both sides if it is generally made the practice that the union representative in such discussions is a man in the active employ of the railway and the subjects requiring discussion are notified beforehand in ample time to enable the railway officer to prepare his case.

2. *Individual cases.*—Generally speaking, the union does not take up individual cases, *vide* paragraph 3 under Union Rights and Form of Procedure on page 11 of their book of rules, but a railway official should not refuse to receive a deputation from the divisional committee, even on a personal case, when it is shown that the case involves a principle affecting a class or classes of which the majority are members of the union.

3. *Representation.*—Care should be exercised, where it seems necessary, in ascertaining whether the union numbers amongst its members a good majority of the class whose case they desire to represent. It is obvious that if any class of employees has only a small membership in the union, the union has no right to speak for that class as a body.

4. *Advisory capacity.*—The union may be a considerable help to divisional officer's committees and station committees in questions regarding the general welfare of railway employees, and divisional officers may use their discretion in inviting or consenting to receive a deputation from the union in such cases.

5. *Meetings, concessions.*—Meetings of the central executive and divisional committees, etc., of the union and meetings of members should be held out of working hours; the union cannot expect that the railway administration will treat union business as part of a man's railway work. There will consequently be no general arrangement to let men off duty on full pay to do union work, though divisional officers may use their discretion in permitting this occasionally when special circumstances justify it. But until the formation of staff councils, the members of the central delegates' committees attending the quarterly meetings may be granted special casual leave four times a year for three days *plus* period of journey to and from the meeting place, and members of divisional committees attending monthly divisional meetings may be granted special casual leave once a month for one day *plus* period of journey. The meetings of the executive committee will be held once a month, usually on a Sunday, and members attending them may, except in emergent cases, be temporarily relieved of their railway duties and if necessary allowed special casual leave to cover the period of journey to and from the station at which such meetings are held. Members of a central delegates' committee's deputation, which the Agent has consented to meet for a discussion on any subject, will be treated as on duty; their absence from their respective headquarters will, therefore, be treated as on duty, and they would be given duty passes and travelling allowance.

NOTE.—The grant of all such leave and passes is subject to the conditions that the man himself makes personal application and that he can be spared from his duties.

6. *Passes.*—Pending further orders or the formation of staff councils, the following cheque passes may be issued:—

- (a) Once a month to members attending executive committee meetings.
- (b) Once quarterly to delegates attending central delegates' committee meetings.
- (c) Once a month to members of divisional committees attending divisional committee meetings; and
- (d) to the president and general secretary and divisional secretaries when on union business.

These passes may be issued only to railway employees by the offices concerned.

7. *Travelling allowance.*—Union delegates cannot be paid travelling allowance by the railway when moving by rail on union business, except members of a deputation which the Agent has agreed to meet.



**APPENDIX M—concl'd.**

8. *Restrictions in meetings.*—Meetings may not be held in shops, yards or anywhere where railway work is done, but, provided such meetings are orderly and properly conducted and convened, they can be held on suitable open spaces on railway land. It is for the institute committee at any station to decide whether they will allow the union to hold a meeting in the institute premises or buildings.

9. *Working hours.*—Recruitment and enrolment of members can no longer be permitted in working hours.

10. *Union notices.*—There is no objection to union notices in connection with union meetings being put up on notice boards in railway stations, sheds, shops and offices and which are generally used for notices to the staff. But notices which it is desired to have put up should be handed by the union official to the railway official responsible for the display of notices on such boards, e.g., the station masters at railway stations.

**NOTE.**—The word “notices” is not intended to include “posters” used for propaganda purposes and the officer concerned should use his discretion as regards his acceptance for posting any notices not provided for in the above paragraph.

11. *Collection of union subscriptions.*—(a) The collection of subscriptions must only be done by the men who hold written authority from the president or secretary of the union, a collector should not be interfered with by railway officials provided the collecting is done in a suitable way and by a properly authorized person. (b) A collector will not be permitted to enter any workshop, shed, store yard or building, for the purpose of collecting subscription, but will be permitted to take up his position at an approved spot outside the workshops, sheds, yard or building. The position in such case will be determined by the divisional officer or workshop manager concerned, but must be at such a distance as will not interfere with the work of the pay clerk. (c) At railway stations such collections must not be done on platforms or in yards, nor at the station entry, where it might interfere with the public. (d) Collectors will not be permitted to move about railway premises while collecting subscriptions. (e) Employees who are collecting voluntarily on behalf of the union and who hold the proper authority will be permitted to collect subscriptions from the staff during meal hours or off duty hours; but not at other times when men are at work. (f) Collectors on the employ of the railway who disregard this rule will be liable to disciplinary treatment by their officers.

12. *Union officials.*—Divisional officers should revise their lists of divisional committee members and secretary in accordance with alterations notified direct by the President of the North Western Railway Union from time to time.

## APPENDIX N.

**Terms and Conditions of Recognition of G. I. P. Railway Unions.**

(1) The Agent will receive representations from the Union on the subject of grievances or welfare of the employees and will deal with them as if they had come from the employees concerned, provided that such representations concern the interests of a class of employees and not the case of an individual or of individual discipline.

(The Agent is also prepared to consider cases of individuals, but as so much depends on the nature of the representation, he cannot guarantee to take up each and every case that may be placed before him. In the ordinary course, however, he would have enquiries instituted where the case appears to him to warrant it.)

All representations should be submitted in writing to the Agent. Should it be mutually agreed that a discussion is desirable, the Agent will meet a deputation of representation of the Union or will arrange for the Head of Department concerned to receive such a deputation.

(2) The Union shall supply for the information of the Agent the rules of the Union and inform him of any alterations or amendments that may be made therein from time to time.

(3) The Agent shall supply the Union with a copy of the Railway rules relating to such subjects as General Conditions of Service, Leave, Passes, Gratuities, Provident Fund and such other subjects as may be subsequently decided upon.

*N.B.*—The idea underlying this condition is that the Union shall be furnished with copies of rules and circulars which concern the actual interests of the staff represented by the Union.

(4) The Agent or his nominee shall have access, on request being made, to register of membership.

(5) Recruitment or enrolment of members of the Union, meetings of the Union or investigation in connection therewith must be carried out by the Union in such a manner as not to interfere with the duties of the Railway employees.

(6) Leave, passes and privilege ticket orders to employees or officials of the Union who are Railway employees for attending meetings or conducting the affairs of the Union may be granted to the extent to which they may be due under the rules, but not as a right, and at the convenience of the Administration. No addition will be made to the amount of leave or number of passes and privilege ticket orders for which an employee is eligible specifically to allow him to attend meetings of the Union or transact its business.

Passes will not be granted to officials of the Union who are not Railway employees.

## APPENDIX O.

**Leave Rules issued by the Government of India, Railway Department,  
for Government servants employed in the Railway Department.**

*(Government of India Notification No. 8373-E., Government of India Gazette, Part I dated  
22nd February 1930.)*

## ANNEXURE I.

**LEAVE RULES MADE UNDER FUNDAMENTAL RULE 2 TO REGULATE THE LEAVE OF PERMA-  
NENT GOVERNMENT SERVANTS EMPLOYED IN THE RAILWAY DEPARTMENT.**

SECTION I.—*Extent of Application.*

1. Subject to the provisions of Rule 2, these rules apply to all Government servants (with the exception of those mentioned in the Schedule below) whose pay is chargeable to railway estimates in India (hereinafter referred to as 'railway servants') provided that they hold substantively a permanent post under Government on a monthly rate of pay or hold a lien on such a post.

*Schedule.*

- (i) The Chief Commissioner of Railways, the Financial Commissioner of Railways and the Members of the Railway Board.
- (ii) Railway servants under the administrative control of the Auditor General (including those whose services are temporarily placed at the disposal of the Financial Commissioner of Railways).
- (iii) Officers of the Indian Audit and Accounts Service.
- (iv) Military Commissioned officers.
- (v) Railway servants appointed in England by the Secretary of State in Council.
- (vi) Labourers employed in State Railway Workshops or other branches of railway service.

NOTE.—The leave of railway servants included in class (vi) is governed by the rules applicable to the daily rated staff, *vide* rules 4 to 7 of Annexure II.

2. (a) These rules apply to railway servants, other than those mentioned in the Schedule to Rule 1, who are appointed on or after the 1st April 1930, or who were appointed prior to that date on the condition that when the revised leave rules for State Railway employees are introduced, they will be brought under them.

NOTE.—In the case of the latter, the transfer to these rules will take effect from the 1st April 1930 or, if they are on leave on that date, from the date of their return from leave.

(b) It shall be open to a railway servant other than those covered by clause (a), to elect on or after the 1st April 1930, but before the 1st July 1930, or if he be on leave on the 1st April 1930, within 3 months of his return from leave, to be brought under these rules.

NOTE.—The option once exercised is final and will take effect from the date of election or, if a railway servant is on leave on that date, from the date of his return from leave.

(c) A railway servant transferred permanently to a service or post to which these rules apply from a service or post to which they do not apply shall ordinarily come under these rules from the date of such transfer. The Railway Board may, however, permit such a railway servant to continue under the former rules applicable to him.

NOTES.—(i) The provisions of this rule do not apply to a Government servant whose services are borrowed as a temporary measure by the State Railway Department from another Government department. The terms on which such a Government servant shall earn leave in respect of his service in the State Railway Department shall be determined with the consent of the Government Department to which he belongs, at the time his services are borrowed. If and when he is permanently transferred to the State Railway Department, he will come under these rules with effect from the date of such permanent transfer.

(ii) The leave of a railway servant subject to those rules whose services are lent as a temporary measure to another Government department shall continue to be governed by these rules.

### APPENDIX O—*contd.*

(d) A railway servant who, having been under a different set of leave rules, comes under these rules under the provisions of clause (a), (b) or (c) shall count his service for leave under these rules from the date he comes under them and shall be entitled to add to the total leave that he may earn under rules 5 (i) and 6 (i) such leave as was due to him under the former rules on that date.

NOTE.—Leave due on full pay or average pay shall for this purpose be treated as leave on average pay and leave due on half pay or half average pay as leave on half average pay.

#### SECTION II.—*General conditions.*

3. The rules in section II of chapter X of the Fundamental Rules apply to the railway servants subject to these rules.

#### SECTION III.—*Grant of Leave and Leave-Salary.*

4. For the purpose of these rules, unless there is anything repugnant in the subject or context :—

- (1) the expression “service to date”, occurring in rules 5 and 6, means continuous service from the date a railway servant began to earn leave under rules 5 and 6 to the date preceding that from which leave is taken and includes, besides duty—
  - (i) a period spent in foreign service, including leave on leave-salary taken during such period if contribution towards leave-salary is paid on account of such period, and
  - (ii) leave during which leave-salary is drawn.
- (2) “total service” means total continuous service and includes the whole period from the commencement of continuous service to the date preceding that from which leave is taken.

NOTES.—(i) A railway servant who is discharged from the public service on reduction of establishment or on grounds of physical unfitness may be permitted, if re-employed after an interval, to count his former service as continuous with his later service at the discretion of the authority sanctioning the re-employment and to such extent as that authority may decide. This concession will be admissible only if on re-employment the railway servant, having refunded the gratuity, if any, received by him at the time of his discharge, is permitted to count his past service for gratuity on ultimate retirement.

(ii) A railway servant who is dismissed or removed from the public service, but is re-instated on appeal or revision, is entitled to count his former service as continuous with his later service unless the appellate or removing authority declares that he shall not so count it in whole or in part.

- (3) a period of over-stay of leave shall be treated as leave taken without leave-salary for the purpose of calculating the leave admissible ;
- (4) a railway servant shall be treated as a gazetted railway servant, only if he is the substantive holder of a permanent gazetted post ;
- (5) the domicile of a railway servant shall be determined in accordance with the provisions of Fundamental Rules 75A, 75B and 75C: Provided that a railway servant shall for the purpose of these rules be deemed to be of non-Asiatic domicile only if he had at the time of his appointment under Government his domicile elsewhere than in Asia and had not, prior to such appointment, claimed and been deemed to be a native of India for the purpose of his appointment to any office under the Government or of the conferment upon him by the Government of any scholarship, emoluments or other privileges ;
- (6) “average pay” shall be taken to mean the pay drawn or that would be drawn by a railway servant in the permanent post held substantively by him on the date preceding that on which he proceeds on leave ;

NOTE.—In the case of running staff, average pay shall include the average overtime and mileage earned during the 12 months immediately preceding the date on which a railway servant proceeds on leave, subject to a maximum of 75 per cent. of average pay as defined.

APPENDIX O—*contd.*

- (7) "Inferior service" means any kind of service on a scale of pay the maximum of which does not exceed Rs. 30 per mensem and any other kind of service which may be specially classed as such by the Agent of a railway.

5. The maximum period of leave that may be granted on any one occasion to a railway servant, other than one in inferior service, must not exceed either of the following limits :—

- (i) For gazetted railway servants of non-Asiatic domicile, one-sixth ; for gazetted railway servants of Asiatic domicile, one-seventh ; for non-gazetted railway servants of non-Asiatic domicile, one-ninth ; and for non-gazetted railway servants of Asiatic domicile, one-tenth, of the service to date ; *plus* in every case the leave, if any, added under rule 2 (d) ; *minus* in every case leave already taken under this rule and under rules 6 and 8.
- (ii) For all gazetted railway servants and for non-gazetted railway servants of non-Asiatic domicile, one year ; and for non-gazetted railway servants of Asiatic domicile, six months, extensible in either case to two years on medical certificate.

NOTE.—The limits prescribed in this rule do not apply to leave granted under rules 10, 11, 12 and 19.

6. The maximum period of leave on average pay that may be granted on any one occasion to a railway servant other than one in inferior service must not exceed either of the following limits :—

- 1) For all railway servants of non-Asiatic domicile, one-tenth, and for all railway servants of Asiatic domicile, one-fifteenth, of the service to date, provided that in the case of a gazetted railway servant of Asiatic domicile who either takes leave on medical certificate or spends his leave elsewhere than in India or Ceylon, the former limit, *viz* : one-tenth, shall apply ; *plus* in every case the leave, if any, added under rule 2 (d) ; *minus* in every case leave on average pay already taken under this rule.
- (2) For all railway servants of non-Asiatic domicile, six months ; for gazetted railway servants of Asiatic domicile, four months ; and for non-gazetted railway servants of Asiatic domicile, two months which may be extended to four months if the leave is on medical certificate or is granted after 20 years' total service.

NOTE.—The limits prescribed in this rule do not apply to leave granted under rule 19.

7. A railway servant to whom rules 5 and 6 apply shall draw leave-salary equal to average pay during the leave admissible under rule 6 and to half average pay during the balance of the leave taken under rule 5.

8. A railway servant other than one in inferior service may be granted leave not due on half average pay for not more than six months in all provided the grant of such leave does not involve an excess over the limits prescribed in clause (ii) of rule 5. Such leave shall be treated as leave taken in advance of its being earned and shall be taken into account in calculating leave under clause (i) of rule 5.

9. Leave may be granted to railway servants in inferior service, within the following limits :—

<i>Length of total service.</i>	<i>Leave admissible.</i>
Less than 3 years .. ..	Nil.
3 years and over but less than 10 years	10 days' leave on average pay in any one calendar year.
10 years and over but less than 20 years	15 days' leave on average pay in any one calendar year.
20 years and over .. ..	(1) 20 days' leave on average pay in any one calendar year.
	(2) Leave on medical certificate on half average pay, not exceeding 30 days in one calendar year and 120 days in all

**APPENDIX O—contd.**

10. The provisions of Fundamental Rules 83, 83A and 83B regarding the grant of disability leave apply to railway servants except that—

(1) when such leave is combined with other leave on leave-salary under the provisions of Fundamental Rule 83 (4), the combined leave shall not exceed 28 months in all, and

(2) leave-salary in respect of disability leave shall be half average pay.

11. The provisions of Fundamental Rule 84 regarding the grant of study leave apply to railway servants other than those in inferior service.

12. The provisions of Fundamental Rule 85 (a) and (b) regarding the grant of extraordinary leave apply to railway servants.

13. The provisions of Fundamental Rule 86 regarding the grant of leave extending beyond the date of compulsory retirement apply to railway servants.

14. Except during the first two months of any period of leave on average pay, leave salary is subject to the monthly maxima shown in the following table :—

	Average.		Half Average.	
	Outside Asia.	In Asia.	Outside Asia.	In Asia.
	£	Rs.	£	Rs.
Railway servants of non-Asiatic domicile	200	2,000	100	1,000
Railway servants of Asiatic domicile ..	150	1,500	75	750

15. Subject to the condition that it shall not exceed average pay, leave-salary during leave on half average pay taken or extended out of India is subject to the monthly minima shown in the following table :—

	Outside Asia.	In Asia.
	£	Rs.
Railway servants of non-Asiatic domicile .. .. .	33	333
Railway servants of Asiatic domicile .. .. .	25	250

16. The rupee and sterling maxima and minima in rules 14 and 15 shall be applied to leave salaries paid respectively in rupees and in sterling.

17. The provisions of Fundamental Rule 91 shall apply to railway servants.

18. The provisions of Fundamental Rule 93 apply to railway servants except that the maximum period of leave on average pay during which a compensatory allowance may be drawn shall be two, instead of four, months.

APPENDIX O—*contd.*

19. Hospital leave may be granted to non-pensionable railway servants other than gazetted officers, while under medical treatment for injuries sustained on duty, on leave salary equal either to average or half average pay as the authority granting it may consider necessary. The leave may be granted by the Railway Board to such extent as may be considered necessary and the Board may delegate to the Agents of State Railways such powers in this behalf as it may think fit.

## ANNEXURE II.

LEAVE RULES MADE UNDER FUNDAMENTAL RULES 101 AND 103 TO REGULATE THE LEAVE OF GOVERNMENT SERVANTS IN THE RAILWAY DEPARTMENT (a) IN TEMPORARY AND OFFICIATING SERVICE OR (b) IN SERVICE REMUNERATED BY THE PAYMENT OF DAILY WAGES.

1. For the purpose of these rules :—

(i) "Pay" or "full pay" means the pay or wages which the Government servant concerned would have drawn had he remained on duty, but it does not include any increase which might have accrued to him during the currency of the leave.

(ii) "Total Service" shall be held to mean as defined in rule 4 (2) of Annexure I.

2. The leave of a temporary engineer of the Railway Department or any other gazetted officer of that department without a lien on a permanent post, while officiating in a post or holding a temporary post, shall be regulated by the terms of his contract.

3. Except where otherwise provided in his contract, leave may be granted to any other Government servant without a lien on a permanent post, while officiating in a post or holding a temporary post on a monthly rate of pay, as shown below :—

(i) extraordinary leave without leave-salary for not more than 3 months at any one time,

(ii) provided he has completed 3 years' service, 10 days' leave on full pay in any one calendar year.

4. Leave may be granted to daily rated staff as shown below :—

(i) Leave on full pay—within the following limits :—

<i>Length of total service.</i>	<i>Amount of leave.</i>
Less than 3 years . . . . .	<i>Nil.</i>
3 years and over but less than 10 years	10 days in any one calendar year.
10 years and over but less than 20 years	15 days in any one calendar year.
20 years and over . . . . .	20 days in any one calendar year.

(ii) Leave on medical certificate on half pay :—

(1) in the case of daily rated running staff, up to 30 days in any one calendar year.

(2) in the case of any other daily rated staff provided they have completed 20 years' total service, up to 30 days in one calendar year and not more than 120 days in all.

(iii) Extraordinary leave without leave salary.

5. Hospital leave may be granted to railway servants of the classes mentioned in rules 2 and 3, excluding gazetted officers, while under medical treatment for injuries sustained on duty, on leave salary equal to full pay or half pay as the authority granting it may consider necessary. The leave may be granted by the Railway Board to such extent as may be considered necessary and the Board may delegate to the Agents of State Railways such power in this behalf as it may think fit.

6. The grant of leave under these rules is subject to the exigencies of the service and cannot be claimed as of right. It may be withheld in cases of irregular attendance.

7. With the exception of Fundamental Rule 73, the rules in Section II of Chapter X of the Fundamental Rules apply to the railway servants subject to these rules.

## APPENDIX P.

Statement of strikes on railways since November 1919, in chronological order.

Railways.	Date of commencement.	Date of termination.	Staff affected.	Causes.	How the strikes ended.	Particulars of attempts to interfere with train traffic.
East Indian Railway	1st December 1919.	16th January 1920.	Jamalpur workshop staff, 10,000 employees.	Introduction of daily rates.	Daily rates were withdrawn.	Some boulders were placed on the line on the night of 4th January 1920 near Jamalpur and a passenger engine sustained slight damage.
Do.	1920	1920	Colliery staff	Demand for increased rates.	The demand was conceded.	None.
Madras and Southern Mahratta Railway.	26th February 1920.	6th April 1920	Workshop staff, Hubli	..	..	Do.
Burma Railways	24th April 1920	11th May 1920	In-service workshops Burma.	..	..	Do.
North Western Railway	22nd April 1920	10th June 1920	Carriage and Wagon Shops, Moghalpura, but spread to other departments.	Economic	Strikers returned on promise of reinstatement on previous rates of pay, no victimization and no loss. Revision of wages which was already under contemplation was sanctioned in August and September 1920.	No.
Bombay, Baroda and Central India Railway.	20th May 1920	21st May 1920	Mulser and Bandra, Parel, shops and running sheds.	..	..	Do.
Great Indian Peninsula Railway.	25th May 1920	31st May 1920	Workshop staff, at Bandra, Parel and Matunga.	Delay in revision of scales.	Returned on promise of early payments.	Strikers did some damage to interlocking arrangements and cabins; and stoned passenger trains.



South Indian Railway ..	4th June 1920	14th June 1920	Workshop staff at Nagapatnam.	..	..	None.
Madras and Southern Mahratta Railway.	22nd June 1920	2nd July 1920	Permanent-way gangmen.	..	..	Do.
Bengal and North-Western Railway.	28th June 1920	3rd August 1920	Bengal & North-Western Railway Locomotive Shops.	Influenced by outside agencies to make extravagant demands.	Men returned unconditionally.	Do.
Robilkund and Kumaon Railway.	26th July 1920	16th August 1920	Workshop employees	Economic conditions and non-co-operation.  The demands were— (1) General increase of 50 %. (2) Annual leave with pay to daily-paid staff. (3) Reconsideration of subject of gratuity to Workmen who had forfeited same on account of previous strikes. (4) Extension of free passes over foreign Railways.	Certain small demands were granted, viz., (1) increase in wages averaging 9 % ; (2) grant of free passes over R. and N. W. Railway under same conditions as Home line.	
Bengal-Nagpur Railway ..	8th October 1920 forenoon.	8th October 1920 afternoon.	Traffic staff, Kharagpur	..	..	Do.
Great Indian Peninsula Railway.	15th October 1920.	7th November 1920.	Locomotive and Carriage and Wagon Shops Jhansi.	Differences in overtime and Sunday and holiday allowances between locomotive and carriage and wagon shops.	Differences were removed and a general increase of 23 % was given.	Do.

# APPENDIX P—contd.

Railway.	Date of commencement.	Date of termination.	Staff affected.	Causes.	How the strike ended.	Particulars of attempts to interfere with train traffic.
North Western Railway ..	January 1921	..	Printing press ..	Introduction of piece-work which the staff feared would reduce their earnings.	The men subsequently resigned, though later 36 of them were re-engaged.	None.
East Indian Railway ..	2nd February 1921.	1st April 1921	Carriage and Wagon Shops, Lilloah (7,000 employees).	Demand for increased wages and paid holidays. Strike resulted from political agitation at the time and was brought about by outsiders.	Thirteen paid holidays were granted.	On 28th February 1920 loose rails were placed on the permanent-way but no accident to trains occurred.
Bombay, Baroda and Central India Railway.	10th February 1921.	24th February 1921.	Locomotive and Carriage and Wagon Shops, Parel, Bombay, spread to shed by intimidation.	Delay in shop payments by two days (Saturday and Sunday) and demands for increased rates of pay.	Men returned unconditionally.	Strikers threw stones and attempted to interfere with traffic.
Burma Railway ..	25th February 1921.	14th June 1921	Traffic staff and workshop staff, Insein, Burma	Demand for 75 % increase in pay and admission to provident fund benefits.	Men returned unconditionally. Workshop staff was, however, admitted to provident fund benefits on certain conditions.	None.
Eastern Bengal Railway ..	3rd March 1921	6th June 1921	Locomotive, Carriage and Wagon and Electrical Shops, Kanchrapara (6,800 men) and metre gauge shops, Saidpur (2,600 men)	Discharge of an apprentice.	Do.	Do.
North Western Railway ..	6th April 1921	..	Locomotive Shops, Karachi.	Due to general hatred to inaugurate the non-co-operation movement.	Do. ..	Do.

Ditto	..	1st to 4th April 1921.	..	Locomotive Shops, Sikkur.	Discharge of 11 workmen on grounds of physical unfitness. The strike was not a result of grievances which the staff considered they laboured under but was of a political character. Discharge of three men	Men returned unconditionally.	..
Assam Bengal Railway	..	24th May 1921	7th September 1921.	All Departments (8,024 men.)		Men returned unconditionally.	None.
North Western Railway	..	25th June 1921	1st July 1921	Do.		Do.	None.
Bengal and North Western Railway.	..	21st July 1921	22nd July 1921	Locomotive Shops, Gorakhpur.	..	..	Do.
Great Indian Peninsula R.R. way.	..	10th August 1921.	11th August 1921.	Carriage and Wagon Shops, Matunga.	Curialment in width of entrance to time office.	The entrance was widened by six inches.	Do.
Ditto	..	17th August 1921.	6th September 1921.	Locomotive Shops, Parel, Bombay.	Do.	Men returned unconditionally. Loss to men in wages Rs. 3 lakhs. Damage to railway property Rs. 25 to 40 thousand.	Do.
Bombay, Baroda and Central India Railway.	..	5th December 1921.	9th December 1921.	Running Shed, Parel, Bombay.	..	..	Do.
East Indian Railway	..	16th October 1921.	26th October 1921.	Karhar-Barni Colliery	..	..	Do.
Ditto	..	18th December 1921.	6th January 1922.	Locomotive running staff, Jhajha.	..	..	One fireman was pulled out of a passenger engine and assaulted by strikers.
Chikilund and Kumaon Railway.	..	31st January 1922.	20th February 1922.	Workshop employees	Economic conditions and non-co-operation. The demands were:— (1) O. & R. Railway Rules regarding pay and leave to be applied. (2) 50% increase in wages. (3) Annual leave of 20 days.	The following demands were conceded— (1) Average increase in wages of 10%; (2) Leave for 15 days to workmen having not less than one year's service.	..

## APPENDIX P—contd.

Railways.	Date of commencement.	Date of termination.	Staff affected.	Causes.	How the strikes ended.	Particulars of attempts to interfere with train traffic.
East Indian Railway ..	2nd February 1922.	Middle of April 1922.	Indian locomotive staff Tundla, but spread to other departments and stations.	..	..	<p>1. A crowd of five or six hundred men stoned two light engines on 31st March 1922 near Asansol, one fireman being injured.</p> <p>2. On 1st April 1922 strikers stoned Asansol Station.</p> <p>3. On the 4th April 1922, Up Punjab Mail was wrecked by removal of rails at Mudacanta Block Hut. Six persons were killed and a number injured.</p> <p>4. The Indian crew of a goods train were forcibly removed near the west outer signal, Asansol, on 5th April 1922, 1922.</p> <p>5. On 7th April 1922, when a goods train was about to start from Asansol, a lever frame was found on the track about 500 yards in front of the engine.</p> <p>6. On the 8th April 1922 a goods train was stopped between signals near the Troop Siding, Asansol, owing to the rails being crossed.</p>

7. On the 9th April 1922 a goods train was stopped between Alauad and Horechruk owing to rails being greased. Four wagons containing stores were broken open and some of their contents stolen.

Ditto	..	1922	..	Tested for 10 days only.	Colliery staff	..	Steps taken by the Colliery Superintendent to prevent dishonest persons from being paid for a fictitious output of coal from the mines	Men returned unconditionally.	None.
Delhi and Kumaon Railway.	..	31st January 1922.	..	20th February 1922.	Workshop staff	..	..	..	Do.
Madras and Southern Mahratta Railway.	..	2nd August 1922.	..	21st August 1922.	Engineering workshop staff, Arkonam.	..	..	..	Do.
Delhi-Nagpur Railway	..	19th June 1923	..	20th June 1923	Manual yard staff. Khargpur.	..	..	..	Do.
East Indian Railway.	..	12th December 1923.	..	1st January 1924.	Carriage and Wagon Shops, Matunga.	..	Protect against unpopular medical examination.	Regulations were modified.	Do.
Bengal and North-Western Railway.	..	19th December 1923.	..	16th June 1924	Workshop staff, Goalakpur.	..	No definite cause. Brought about by outside influences, chiefly workmen's association.	Certain demands were made during the course of the strike and some of these, e.g., week-end passes for visits to home, no loss of provident fund, etc., were accepted.	Do.
East Indian Railway	..	22nd May 1924	..	23rd May 1924	Workshop staff. Lil-loah.	..	..	..	Do.

## APPENDIX P—contd.

Railways.	Date of commencement.	Date of termination.	Staff affected.	Causes.	How the strikes ended.	Particulars of attempts to interfere with train traffic.
South Indian Railway ..	29th May 1924	16th June 1924	(a) Firemen at Madurai, (b) Podanur work-shops.	(a) Demand for cancellation of certain fines, provision for additional running-rooms, etc. (b) In connection with the formation of a union the workshop staff invited Dr. V. Naidu (a professional Politician) to address them. As he was prohibited from so doing by the magistrate, the men struck. They had no real grievance against the railway.	(a) The strike had commenced without previous intimation and the demands specified were made subsequently. Most of these were granted. (b) Men were re-engaged <i>en masse</i> , the period being treated as <i>dies non</i> .	None.
Bombay, Baroda and Central India Railway.	19th January 1925.	22nd January 1925.	Asphalt cleaners ..	..	..	Do.
North Western Railway ..	18th March 1925	20th March 1925	Carriage and Wagon Shops, Moghalpura.	..	..	Do.
Ditto ..	26th March 1925	27th July 1925	Workshops staff, but spread to other departments.	Discharge of a fitter in Rawalpindi shops and internal disruption in the North Western Railway Union. While this union was against the strike, outside agitators fomented trouble and a split ensued among the union officials.	Men returned unconditionally.	Do.

Bombay, Baroda and Central India Railway.	19th March 1925	April 1925	Baroda shed.	..	..	Do.
Bengal and North Western Railway.	26th May 1925	13th June 1925	3,200 (Locomotive and Engineering).	Alleged ill-treatment of engineering employees by assistant engineer.	Men returned unconditionally.	Do.
Bengal-Nagpur Railway	1st October 1926	2nd October 1926.	Wagon Shop, Kharagpur.	..	..	Do.
South Indian Railway	22nd September 1926.	23rd September 1926.	Carriage cleaners and sweepers.	Promotion out of turn of a junior cleaner.	Men were promised that their claims would not be overlooked in future.	Do.
Bengal-Nagpur Railway	11th February 1927.	9th March 1927	Workshops, Kharagpur	Demand for increased wages and other grievances.	Men returned unconditionally. Resulting in a loss to employees of wages aggregating Rs. 3.76 lakhs.	Do.
Great Indian Peninsula Railway.	April 1927	(Six days)	Permanent-way gangmen, Ajnt and Nagpur.	Summer time being revised from 7 to 6 A.M.	Matter was explained to the workmen and they agreed to the revised time.	Do.
Bengal-Nagpur Railway	7th September 1927. Lockout from 12th October 1927.	8th December 1927. 8th December 1927.	Workshops, Kharagpur	Reduction of workshop staff following on reorganization of workshops on Indian railways	Pay for entire period was granted, resulting in a loss to the railway of Rs. 4.79 lakhs, and a committee was appointed to recommend the terms which should be allowed to men who had to be discharged on account of reorganization. Generous terms were eventually offered.	Do.

## APPENDIX P.—continued.

Railways.	Date of commencement.	Date of termination.	Staff affected.	Causes.	How the strikes ended.	Particulars of attempts to interfere with train traffic.
East Indian Railway ..	7th March 1928	10th July 1928	Workshop staff, Lillooah, but spread to Ondal, Howrah and Asansol.	Grievances regarding pay, etc.	Wages increased in some cases. Question of quarters is under consideration.	<p>1. Shooting took place at Ramangachi when strikers attempted to draw men from the locomotive yard.</p> <p>2. On 9th May 1928, a passenger train was derailed at Dhanbad, due to tampering with rails.</p> <p>3. On 8th July 1928, a passenger train was derailed between Belur and Dankuni stations due to tampering of permanent-way by strikers. Engine and coaches telescoped. 18 killed, 8 injured, and 24 slightly injured.</p>
South Indian Railway ..	19th July 1928	30th July 1928	Workshop staff at Golden Rock, Podanur and Negapatnam, but spread to other departments.	Reduction of workshop staff following reorganization of workshops on Indian railways.	As a result of serious rioting the strike leaders were arrested. Men returned unconditionally and a proportion of them resigned voluntarily on double gratuity.	<p>1. On 21st July 1928, the Ceylon Boat Mail was derailed between Kattpakam and Singaperimal Koil; 1 killed and 11 injured.</p> <p>2. On 23rd July 1928 a passenger train was derailed between Kodakanal Road and Ambeturai stations.</p>



**APPENDIX Q.****Types of Service Agreements—**

**Q (i) and Q (ii) East Indian Railway.**

**Q (iii) and Q (iv) Bombay, Baroda and Central India Railway.**

**Q (v) South Indian Railway.**

**Q (vi) Bengal and North Western Railway.**

**APPENDIX Q (i).****East Indian Railway.****SERVICE AGREEMENT.**

Indians Drawing Rs. 15 and Upwards (except menials).

AGREEMENT of hiring and service made the                      day of                      192  
between

son of  
resident of                      District                      in the pro-  
vince of                      (hereinafter called the Railway servant) of the one part, and the Secre-  
tary of State for India in Council acting by and through the

of the East Indian Railway (hereinafter called the Railway Administration) of  
the other part.

This Agreement witnesseth as follows :—

1. The said Railway servant shall serve the Railway Administration as  
or in any other capacity to which he may from time to time be appointed  
whether on promotion, reduction, or otherwise, in any place situate on the East Indian  
Railway within or beyond the limits of British India, in accordance with each and all of the  
terms and conditions hereinafter specified
2. The said Railway servant shall serve subject to the following conditions of service  
namely, that such service is permanent and non-pensionable and terminable at any time  
by the Railway Administration on one month's notice, or without notice on payment of one  
month's pay, and by the Railway servant on giving one month's notice only; that under  
no circumstances shall he be entitled to gratuity or pension, though he will be eligible for a  
gratuity for good, efficient, faithful and continuous service at the discretion of the Railway  
Board; the authority which appoints him has full power and authority at any time, for  
any reason that may to him appear sufficient, to suspend or dismiss the said railway  
servant, or otherwise punish him according to the rules of service in which he is for the  
time being employed.
3. The said Railway servant shall at all times obey and abide by all instructions and  
regulations for the time being in force and contained in the Government Servants Conduct  
Rules, the State Railway Open Line Codes, the General Rules for Indian Railways, the  
Subsidiary Working Rules in force for the time being on the East Indian Railway, as well  
as all regulations for the time being in force in the Railway Department that affect his  
duties as a railway servant serving under the Railway Administration, and also all or any  
further instructions that may from time to time be issued by the Government of India, the  
Railway Board, the Agent of the East Indian Railway, or any other person at any time  
having authority over him.
4. The said Railway servant shall join the East Indian Railway Provident Institution  
and shall contribute to the same according to the rules from time to time in force.
5. The said Railway servant shall, if required, become a member of the Railway  
Institute, if any such institute exists at the place where he is posted on appointment or on  
transfer and shall continue therein so long as he is stationed there, unless specially excused  
by the Agent of the Railway Administration, according to the rules and regulations ap-  
plicable thereto.
6. The said Railway servant, so long as he shall continue in the service of the Railway  
Administration, undertakes to have himself vaccinated against small-pox whenever called  
upon to do so by a competent authority.
7. The said Railway servant will not, without the permission in writing, to be first  
obtained of the Agent of the East Indian Railway, carry on or be interested in any money-  
lending business or in any other business or trade of any kind whatsoever, either directly or  
indirectly, and that if he does so he will render himself liable to dismissal from service and  
forfeiture of all claims to bonus in the Railway Provident Institution Fund on his such dis-  
missal.
8. The said Railway servant shall, from time to time, and at all times, faithfully, dili-  
gently and honestly discharge each and all of the duties of the office for the time being held  
by him under the Railway Administration, and implicitly obey all lawful orders of his  
superior officer which may be communicated to him.

**APPENDIX Q (i)—concl'd.**

9. The Railway Administration may from time to time recover from the Railway servant, by deductions from his salary or other sums at any time due to him, or otherwise, the value of any loss at any time suffered or sustained by the Railway Administration by reason of the neglect, default or misconduct of the said Railway servant.

10.\* The said Railway servant hereby acknowledges that he has received a copy of the Government Servants Conduct Rules, the General Rules for Indian Railways, and the Subsidiary Working Rules in force on the East Indian Railway referred to in paragraph 3 as at present in force.

10A.† The said Railway servant hereby acknowledges to have received copy of the Government Servants Conduct Rules and a copy of paragraphs 242, 242 (a) and 243 of General Rules for Indian State Railways.

11. The said Railway servant shall continue to be subject to this agreement in whatever capacity he may hereafter be employed on the said East Indian Railway.

As witness our hands the day and year above written.

*Signature of employee.*

.....	} Witnesses.	.....(Designation.)
Designation .....		.....(Station.)
Station .....		.....
.....		Head of Department or District Officer,
Designation ... ..		East Indian Railway, for and on behalf
Station .....		of the Secretary of State for India in Council.
		.....(Designation.)
		.....(Station.)

*Note.*—The instrument should be dated otherwise if not executed by both parties on the same day, viz., as follows :—

“As witness our hands on the dates hereinafter mentioned respectively.”

Date .....

Date .....

In such case, the instrument should bear the date of first execution by either party.

\*For all staff other than clerical staff.

†For all clerical staff.

**APPENDIX Q (ii).****East Indian Railway.****SERVICE AGREEMENT.***Europeans and Anglo-Indians.*

AGREEMENT of hiring and service made the  
 day of \_\_\_\_\_ 192 , between  
 (hereinafter called the RAILWAY SERVANT) of the one part, and the Secretary of State  
 for India in Council acting by and through the \_\_\_\_\_ of the East Indian Rail-  
 way (hereinafter called the RAILWAY ADMINISTRATION) of the other part.

This AGREEMENT witnesseth as follows :—

1. The said RAILWAY SERVANT shall serve the RAILWAY ADMINISTRATION  
 as \_\_\_\_\_ or in any other capacity to which he may from time to  
 time be appointed whether on promotion, reduction, or otherwise, in any place situate on  
 the East Indian Railway within or beyond the limits of British India, in accordance with  
 each and all of the terms and conditions hereinafter specified.
2. The said RAILWAY SERVANT shall serve subject to the following conditions of  
 service, namely, that such service is permanent and non-pensionable and terminable at any  
 time by the RAILWAY ADMINISTRATION on one month's notice, or without notice  
 on payment of one month's pay and by the RAILWAY SERVANT on giving one month's  
 notice only ; that under no circumstances shall he be entitled to gratuity or pension, though  
 he will be eligible for a gratuity for good, efficient, faithful and continuous service at the  
 discretion of the Railway Board ; that the authority which appoints him has full power  
 and authority at any time, for any reason that may to him appear sufficient, to suspend or  
 dismiss the said RAILWAY SERVANT, or otherwise punish him according to the rules of  
 service in which he is for the time being employed.
3. The said RAILWAY SERVANT shall at all times obey and abide by all instruc-  
 tions and regulations for the time being in force and contained in the Government Servants  
 Conduct Rules, the State Railway Open Line Codes, the General Rules for Indian Railways,  
 the Subsidiary Working Rules in force for the time being on the East Indian Railway, as  
 well as all regulations for the time being in force in the Railway Department that affect  
 his duties as a railway servant serving under the Railway Administration, and also all  
 or any further instructions that may from time to time be issued by the Government of  
 India, the Railway Board, the Agent of the East Indian Railway, or any other person at  
 any time having authority over him.
4. The said RAILWAY SERVANT shall join the East Indian Railway Provident  
 Institution and shall contribute to the same according to the rules from time to time in  
 force.
5. The said RAILWAY SERVANT shall, if required, become a member of the Rail-  
 way Institute, if any such institute exists at the place where he is posted on appointment  
 or on transfer and shall continue therein so long as he is stationed there, unless specially  
 excused by the Agent of the RAILWAY ADMINISTRATION, according to the rules and  
 regulations applicable thereto.
6. The said RAILWAY SERVANT shall also take such steps as may be necessary  
 to become a member of the Railway Battalion or such other branch of the Auxiliary Military  
 Force of India as shall be approved by the Agent, and shall during the whole time of  
 his employment as a railway servant, unless specially excused by the Agent, continue to be  
 a member of the said Battalion or other branch of the Auxiliary Military Force of India  
 and shall undergo such courses of Military training as may be required to keep himself  
 an efficient member of the Force.
7. The said RAILWAY SERVANT, so long as he shall continue in the service of the  
 RAILWAY ADMINISTRATION, undertakes to have himself vaccinated against small-  
 pox whenever called upon to do so by a competent authority.

**APPENDIX Q (ii)—contd.**

8. The said RAILWAY SERVANT will not, without the permission in writing, to be first obtained of the Agent of the East Indian Railway, carry on or be interested in any money lending business or in any other business or trade of any kind whatsoever, either directly or indirectly, and that if he does so he will render himself liable to dismissal from service and forfeiture of all claims to bonus in the Railway Provident Institution Fund on his such dismissal.

9. The said RAILWAY SERVANT shall, from time to time and at all times, faithfully, diligently and honestly discharge each and all of the duties of the office for the time being held by him under the RAILWAY ADMINISTRATION, and implicitly obey all lawful orders of his superior officer which may be communicated to him.

10. The RAILWAY ADMINISTRATION may from time to time recover from the RAILWAY SERVANT, by deductions from him salary or other sums at any time due to him, or otherwise, the value of any loss at any time suffered or sustained by the RAILWAY ADMINISTRATION by reason of the neglect, default or misconduct of the said RAILWAY SERVANT.

11.\* The RAILWAY SERVANT hereby acknowledges that he has received a copy of the Government Servants Conduct Rules, the General Rules for Indian Railways, and the Subsidiary Working Rules in force on the East Indian Railway referred to in paragraph 3 as at present in force.

11A.† The said RAILWAY SERVANT hereby acknowledges to have received a copy of the Government Servants Conduct Rules and a copy of paragraphs 242, 242 (a) and 243 of General Rules for Indian State Railways.

12. The said RAILWAY SERVANT shall continue to be subject to this AGREEMENT in whatever capacity he may hereafter be employed on the said East Indian Railway.

AS WITNESS our hands the day and year above written.

*Signature of employee.*

.....  
Designation .....  
Station .....  
.....  
Designation .....  
Station .....

Witnesses.

..... (Designation.)  
..... (Station.)  
.....  
*Head of Department or District Officer,  
East Indian Railway, for and on behalf  
of the Secretary of State for India in  
Council.*

..... (Designation.)

..... (Station.)

*Note.*—The instrument should be dated otherwise if not executed by both parties on the same day, viz., as follows:—

“As witness our hands on the dates hereinafter mentioned respectively.”

Date .....

Date .....

In such case, the instrument should bear the date of first execution by either party.

\*For all staff other than clerical staff.

†For all clerical staff.

**APPENDIX Q (ii)—concl'd.**

*Enclosure to service agreements to be given to the employee on signing either of the agreements in accordance with clauses 10A or 11A.*

**Paras. 242, 242 (a) and 243 of General Rules for Indian State Railways with Subsidiary rules of the East Indian Railway.**

**242.** Every Railway servant shall, before leaving the service, give the Railway Administration the notice specified in his agreement (if any) or, if no notice is so specified then one month's notice in writing.

242 (a). Under this rule a Railway servant is bound to give a month's notice of his intention to leave the service failing which he renders himself liable [under Rule 359 (1) of General Rules for Indian State Railways] to a fine which may extend to Rs. 50 in addition to the forfeiture of a month's pay. An employee who when required to serve out his month's notice prescribed in this rule leaves the service without doing so, can also be treated as absconded, thereby constituting a dismissal for misconduct to be dealt with under para. 29, Appendix I, State Railway Open Line Code, Volume II, by the forfeiture of the whole or any part of his bonus in the Provident Institution at the discretion of the Agent.

**243** When a Railway servant leaves the service he must deliver up to the Railway Administration, or to a person appointed by the Railway Administration, in this behalf, any property in his custody which belongs to the Railway Administration.

## APPENDIX Q (iii).

## Bombay, Baroda and Central India Railway.

## TRAFFIC DEPARTMENT.

*Service Bond.*

I, ..... having been engaged in the Traffic Department of the Bombay, Baroda and Central India Railway Company on a salary of Rs. .... per mensem do hereby declare that I have received a copy of the "General Rules for Indian Railways" and I hereby bind myself to abide by the following conditions on which I am engaged to serve the aforesaid Railway Company.

1st.—That my appointment is temporary and subject to confirmation by the Traffic Superintendent and may be cancelled at any time if not approved.

2nd.—That I am liable to be summarily dismissed for misconduct, and that in the event of my services being dispensed with for other reasons, I am liable to one month's notice of discharge, or my service may be terminated without notice on payment of one month's salary.

3rd.—That on resigning my appointment I must give one month's clear notice in writing of my intention or in default thereof forfeit a full month's pay.

4th.—That I have no right or claim to any pension or gratuity whatever.

5th.—That my salary is not incremental and that my advancement is entirely at the discretion of the Traffic Superintendent.

6th.—That my salary is liable to be stopped for breach of discipline or for infringement of any of the rules as laid down in any of the orders printed or manuscript in force on the aforesaid Railway Company and that all fines or debits imposed by my superior officers may be deducted from my salary or from any money standing at my credit in the hands of the aforesaid Railway Company.

7th.—That I am liable to dismissal for indebtedness.

8th.—That while I remain in the service of the said Railway Company, I am not at liberty to seek employment elsewhere without permission, to have any share in the management of, or to hold any paid office in connection with any commercial or industrial enterprise or to accept outside work.

9th.—That I am prohibited from communicating to the Press or to anyone unconnected with the Railway any document, photographs, or information of which I may become possessed in my official capacity.

10th.—Applicable to passed Signallers.

That I am subject to the provisions of the Telegraph Act and especially in regard to clauses relating to secrecy.

11th.—(Applicable to European and Anglo-Indian employees.

That I hereby agree to be a member of the Auxiliary Force, India, as directed by the Company.)

Station.....

Signature of Employee.

Dated..... 19 ..

.....Witness.

.....Witness.

I, ..... hereby declare that the date of my birth is\*..... as per.....

Signature of Employee.

Certified that I have verified the age given herein by means of..... and that I am satisfied it is correct.

Dated..... 19 ..

District Traffic Superintendent,

District.

.....

\*In words.

Horoscope, Certificate of Birth, Official or other document.

**APPENDIX Q (iv).****Bombay, Baroda and Central India Railway.****ENGINEERING DEPARTMENT, BROAD GAUGE.***Terms of Employment of Maintenance Staff (Skilled and unskilled Labourers).*

(Name).....is hereby informed that he has been appointed as a .....under the.....on a daily rate of Rs. ....per diem on the following terms of appointment :—

(1) That his appointment is purely temporary until he is returned at a monthly rate of pay after one year's service from the date of his appointment.

(2) That his appointment is on a daily rate of pay and his wages are payable to him monthly.

(3) That his appointment is subject to 24 hours' notice of termination of service on either side while he is on the temporary list and on a daily rate of pay.

(4) That when he has done one year's continuous, satisfactory and faithful service, he will be returned at a monthly rate of pay (fixed according to the miles on which he will be employed) and if there is a vacancy then on the permanent cadre he will be confirmed, if not, he will be confirmed when a vacancy will occur.

(5) That when he is returned at a monthly rate of pay after one year's service :—

(a) the termination of his services will be subject to one clear month's notice (in writing) on either side, but the Railway Company reserves to itself the right to give him one month's pay in lieu of one month's notice without assigning any reason therefor ;

and

(b) on resigning his post, if he fails to give one clear month's notice (in writing), to the Executive or the Signal Engineer, he shall forfeit a full month's pay.

Station .....

Executive or Signal Engineer,

Date .....

.....Division.

I hereby accept the offer and agree to serve in the Railway Company on the above-mentioned terms— which are explained to me and which I fully understand. I am also acquainted with the "conditions" of service and the "concessions" mentioned on Form No. B and I hereby agree to abide by those conditions.

Witnesses to the thumb impression :

Name.....

Designation.....

Thumb impression of

Address.....

Name.....

.....

Designation.....

Address.....



**APPENDIX Q (v).****South Indian Railway Co., Ltd.**

(INCORPORATED IN ENGLAND.)

.....DEPARTMENT.

**SERVICE AGREEMENT.***Dated*.....19*of**(Name)* .....*(Father's Name)*.....*with**The South Indian Railway Company, Limited.*

I hereby agree to accept service with the South Indian Railway Company upon the following conditions and terms :—

(1) That I shall faithfully and diligently employ myself in the service of the Company as..... or in such other capacity, at such place or places as may be required by the Company's Agent in India for the time being, or other Officer appointed by such Agent in that behalf.

(2) That I shall not engage directly or indirectly in any service, business, calling or occupation of any kind other than that of the Company.

(3) That I engage to have no monetary transactions or otherwise place myself under pecuniary obligations to any other servant of the Company subject to my authority or to others with whom I have business relations; and that in the event of my finding myself at any time in a position to exercise official influence or authority over any person to whom I am under pecuniary obligations, I shall immediately report the matter to my official superior.

(4) That I recognize my responsibility to enquire for and obtain such books as appertain to my work.

(5) That I hereby bind myself to obey and abide all the instructions and regulations contained in the General Rules for Indian Railways, the Subsidiary Working Rules and all regulations in force that affect my duties and work, and by any further instructions that may from time to time be issued by any person duly placed in authority over me.

(6) That my engagement shall be for a term of three months certain on probation subject to the right of the Company to dispense with my services by summary dismissal and without compensation, at any time during the said term of three months, if, in the opinion of the Company or its responsible Officers, I am held to be unsuitable for their work, and thereafter my engagement shall be from month to month terminable at one month's notice on either side.

(7) When Company's quarters are available, I understand that I must avail myself of them, paying for them the rent prescribed under the Company's Rent Rules in force for the time being.

(8) That all claim to such notice from the Company shall be forfeited in the event of misconduct on my part.

(9) That I admit my liability to fines or reductions for any breaches of Rules, misconduct, negligence, etc., on my part, to reimburse and make good to the Company all losses, costs and damages or expenses of whatsoever kind which the Company may sustain, pay or incur through any negligence, default, omission or any act of mine.

(10) That I clearly understand that the authority which appoints me has the power to dismiss me for any reason which may to him appear sufficient.

**APPENDIX Q (v)—contd.**

(11) That I understand that I am liable to dismissal in consequence of a resort to the Insolvency Court for indebtedness

(12) That while I remain in the service of the said Railway Company I am not at liberty to seek employment elsewhere without permission.

Signature of Employee.....

Staff No.....

Signature of Witness.....

Address of Witness.....

Date of signing.....

This form must have a Stamp of the value of Twelve annas impressed on it and must be executed and sent in to the Audit Office before pay can be drawn.  
For Descriptive Roll of employee *see* next page.

## APPENDIX Q (v)—contd.

## DESCRIPTIVE ROLL OF CANDIDATE. (Code DRC.)

Questions.	Answers.
1. Candidate's name in full .. . . .	1
2. Nationality (Caste or Race) .. . . .	2
3. Father's name .. . . .	3
4. Father's nationality .. . . .	4
5. Father's profession .. . . .	5
6. Next of Kin .. . . .	6
7. Address of Next of Kin .. . . .	7
8. Married or single .. . . .	8
9. Age last birthday .. . . .	9
10. Date and place of birth .. . . .	10
11. Residence at time of application .. . . .	11
12. Full postal address .. . . .	12
13. Personal :—(a) Distinguishing marks .. . . .	13 (a)
(b) Height .. . . .	(b)
(c) Chest measurement .. . . .	(c)
(d) Complexion .. . . .	(d)
(e) Colour of hair .. . . .	(e)
(f) Colour of eyes .. . . .	(f)
14. To what standard educated ? .. . . .	14
14. (a) Where were you educated ? .. . . .	14 (a)
15. How employed at present and present salary ? .. . . .	15
16. How long in present employment ? If in railway service, have you permission to apply elsewhere ? .. . . .	16
17. Where last employed and how ? .. . . .	17
18. Salary received ? .. . . .	18
19. Cause of leaving last employment ? .. . . .	19
20. Have you ever found fault with by your official superiors for being the worse for liquor ? A certificate to the effect that you are a man of steady habits must be produced .. . . .	20

## APPENDIX Q (v)—concl'd.

Questions.	Answers.
21. (a) If employed previously on S. I. Railway, state in what capacity and why you left .. .. .	21
(b) State whether or not you have previously served as a monthly paid servant of the Company in any capacity whatever—if the information given is subsequently found to be untrue, you will be liable to summary dismissal .. .. .	
22. What certificates have you ? ( <i>attach copies</i> ) .. .. .	22
23. By whom are you introduced or recommended ? .. .. .	23
24. Do you know Morse Telegraphy ? .. .. .	24
25. Have you had any previous Railway experience .. .. .	25
(a) in Offices .. .. .	(a)
(b) at Stations .. .. .	(b)
(c) on the line generally .. .. .	(c)
(state official designations occupied)	
(d) on what Railway did you receive your training ? .. .. .	(d)
26. What vernacular languages can you speak ? .. .. .	26
27. What vernacular languages can you read and write ? .. .. .	27

NOTE.—Candidates will be appointed conditionally on their producing a fit certificate from the Company's Medical Department.

Date.....

.....  
Applicant's Signature.

**APPENDIX Q (vi).****(Agreement to be signed by servants of the Bengal and North-Western Railway Company.)**

I having this day been appointed a servant of the Bengal and North-Western Railway Company in the Department do hereby declare that I have read through a copy of the General Rules or of such section or sections as relate to my duties and I clearly understand that I am bound to make and keep myself acquainted therewith and to obey and carry out to the best of my ability the aforesaid rules and any other orders that may from time to time be issued by my superior officers and the Bengal and North Western Railway Company so long as I remain a servant of it and I furthermore specially bind myself to abide by the following terms on which I am engaged to personally serve the aforesaid Railway Company.

1. I clearly understand that my appointment may be temporary and subject to confirmation by a higher authority and that it may be cancelled at any moment if not approved; that I am liable to be summarily dismissed at any time for misconduct, and that in the event of my services being dispensed with for other reasons I am liable to one month's notice of dismissal, or my service may be terminated without notice on payment to me of one month's salary. I agree to being transferred to the Rohilkund and Kumaon Railway should this be decided upon at any time during my service.

2. Further I agree and bind myself before leaving the service to give one month's clear notice in writing of my intention so to do. I clearly understand that in default of giving this notice I render myself liable to the penalties laid down in Rule 359 (1) for breach Rule 242 of the General and Subsidiary Rules of the Railway Company.

3. I understand that I have no right or claim to any pension or gratuity whatever.

4. That my salary is not incremental and that any advancement is at the discretion of my superior officers.

5. That my salary is liable to be stopped for breach of rule or discipline, and that all fines imposed by my superior officers may be deducted from my salary or from any money standing at my credit in the hands of the aforesaid Railway Company. Furthermore I declare that I have read (have had read to me for illiterate staff) the Government of India, P. W. D. Circular No. XXIII Railway, dated 25th July 1883 printed below, and Chapters XIV and XXI of the General Rules, and I agree to the conditions therein laid down with reference to departmental finings, penalties and punishments.

"The practice of Departmental fining rests on a perfectly legal basis and needs no statutory authority. All that is necessary is that Railway authorities should bring clearly to the knowledge of every servant the conditions under which he serves, one of which is his liability to fine or deduction from salary of wages for breach of rule or discipline.

If any servant demurs to this condition he should not be engaged, or if already in service, should no longer be employed."

6. I understand that I am liable to dismissal in consequence of a resort to the Insolvency Court or indebtedness.

7. That while I remain in the service of the said Railway Company I am not at liberty to seek employment elsewhere without permission.

8. That I am liable to be discharged when the slack season sets in, or to be put on compulsory leave without pay.

9. I also agree to be responsible for all Company's property placed in my charge.

10. I further agree to deductions being made from my salary on account of House Rent, Provident Fund and Railway Institute subscriptions, for Sanitary and Medical purposes, and for all such general requirements as the Agent of this Railway Company may deem necessary.

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**APPENDIX Q (vi)—concl'd.**

11. I finally agree to serve in the Railway Auxiliary Force (India) and understand that I am liable to dismissal unless I become efficient.

Witnesses to Signature.

1. _____	}	_____
2. _____		<i>Signature of employee</i>
		<i>Rank</i> _____
		_____ <i>Station</i>
		<i>Date</i> _____

A copy of the General and Subsidiary Rule Book has not been supplied to me but I bind myself to read and keep myself acquainted with rules contained in the copy which is maintained at each station.

*Signature of employee.*

## APPENDIX B.

**Note by the North Western Railway Administration dealing with Temporary Labour employed on construction of new lines or large capital works.**

*Preliminary.*—Practically all the labour employed on construction work are temporary workmen. Their services are ordinarily terminated on completion of the work on which they are engaged. The bulk of the labour is employed by contractors, while departmental labour is confined mainly to gangmen for platelaying and maintenance of track, chowkidars, gatemen, workshop, station and operating staff, etc. Occasionally the army details pioneer and labour companies, for employment on linking and earthwork at fixed rates and conditions of service. Departmental staff is either daily or monthly-rated, according to the discretion of the employing officer. Illiterate staff is usually daily-rated.

*Conditions of service.*—The rules governing the conditions of service of all such departmental ratings may be divided as follows :—

(A) Terms and conditions as laid down in the general rules.

(B) Special rules formulated to suit a particular locality or peculiar conditions obtaining on any specific work.

In the first category the undernoted rules apply :—(a) Free recruiting and settlement passes are allowed. (b) Fifteen days' casual leave per annum is allowed, subject to a maximum of ten days at a time and one Sunday's rest every month. No other leave with pay is granted. (c) After completion of one year's approved service, employees are entitled to privilege passes over the home line, and after a further year's service to privilege ticket orders over both home and foreign lines. Foreign line passes are not granted.

In the latter category, within certain prescribed limitations, the fixing of rules is left to the competent authority who recruits the labour and is ordinarily the executive or resident engineer.

*Hours of work and overtime.*—(a) The number of hours in a working day is ordinarily fixed on the 60-hour week basis. On construction, the working of overtime is much more prevalent than on open line. The main reasons are the working season in the monsoon areas is confined to eight months in the year; speeding up of all heavy work to avoid the locking up of capital; wet foundation work in bridges necessitates continuous work. (b) Usually overtime is paid at an enhanced rate fixed beforehand.

*Amenities uniforms, passes, etc.*—Concessions and privileges enjoyed by the permanent establishment, but not by the temporary staff, are the advantages of subscribing to the Provident Institution Fund; passes over foreign lines; rent free quarters; "permanent" employment.

For certain classes of labour, such as chowkidars and khallassis, clothing is issued according to a fixed scale. In localities where intense cold is experienced, warm clothing is issued free of cost to gangmen, and waterproof capes are issued to outdoor workmen engaged on work within the monsoon belt.

Where available, quarters are provided on payment of rent. Labour which moves continuously is provided with kachcha shelters or tents at government cost. Free medical attention is granted.

At stations where the numerical strength of the staff warrants such, limited grants to defray recreation and sports expenses are made. In localities where staple foodstuffs indigenous to the country from which the men are recruited are not obtainable, rail concessions for the carriage thereof may be made.

Generally, temporary workmen are on rates of pay higher than those earned by the permanent establishment. The scale for the various grades is fixed and is some 12% more than the rates in force on the open line. Most of the men in the categories under discussion are work-charged establishment, paid out of capital funds allotted in the annual budget and subject to the provision made in the sanctioned estimate.

*Rates of pay.*—The rates of pay are subject to economic conditions, both local and general. On the North Western Railway, where most of the railway lines on the frontier have been built for strategic purposes, the rates of pay are not fixed by this administration, but are controlled by the Political Agent. The payment of *maliki*, royalties and other tolls enhances the normal rates from 30 to 100%.

## APPENDIX 8.

Minimum wages of low-paid staff in the Engineering Department on the G. I. P. Railways compared with those paid to similar staff in other undertakings in different localities.

Class of Labour.	Poona Division.			Bhusawal Division.			Nagpur Division.		
	G. I. P. Minimum.		Outside minimum.	G. I. P. minimum.		Outside minimum.	G. I. P. minimum.		Outside minimum.
	Rs. a. p.	Rs. a. p.		Rs. a. p.	Rs. a. p.		Rs. a. p.	Rs. a. p.	
Muccadums .. .. .	19 0 0 p.m.	1 0 0 p.d.	16 0 0 p.m.	0 10 0 p.d.	17 0 0 p.m.	0 10 0 p.d.	19 0 0 p.m.	13 12 0 p.d.	
Gangmen .. .. .	28 0 0 p.m. (a)	0 14 0 p.d.	0 7 0 p.d.	0 9 0 p.d.	0 7 6 p.d.	0 8 0 p.d.	0 8 6 p.d.	0 7 0 p.d.	
Gakemen .. .. .	24 0 0 p.m. (a)	..	11 0 0 p.m.	0 8 0 p.d.	..	..	15 0 0 p.m.	15 0 0 p.m.	
Watchmen .. .. .	14 0 0 p.m.	20 0 0 p.m.	10 0 0 p.m.	0 8 0 p.d.	13 8 0 p.m.	12 0 0 p.m.	13 8 0 p.m.	12 0 0 p.m.	
Maloes .. .. .	19 0 0 p.m. (a)	..	..	..	..	..	..	..	
Coolies, Men .. .. .	0 8 0 p.d.	0 8 0 p.d.	0 7 0 p.d.	0 9 0 p.d.	0 7 6 p.d.	0 8 0 p.d.	0 8 0 p.d.	0 7 0 p.d.	
" Women .. .. .	0 12 0 p.d. (a)	..	0 5 0 p.d.	0 6 0 p.d.	0 5 0 p.d.	0 4 0 p.d.	0 5 0 p.d.	0 4 0 p.d.	
" Boy .. .. .	0 6 0 p.d. (a)	0 3 0 p.d.	0 5 0 p.d.	0 4 0 p.d.	0 5 0 p.d.	0 4 0 p.d.	0 5 0 p.d.	0 3 0 p.d.	
SKILLED LABOUR.	0 6 0 p.d. (a)	..	..	..	..	..	..	..	
Fitters .. .. .	39 0 0 p.m.	1 8 0 p.d.	1 0 0 p.d.	1 0 0 p.d.	29 4 0 p.m.	45 0 0 p.m.	0 14 0 p.d.	1 0 0 p.m.	
Carpenters .. .. .	1 12 0 p.d. (a)	1 4 0 p.d.	1 0 0 p.d.	1 3 0 p.d.	1 4 0 p.d.	1 4 0 p.d.	1 9 0 p.d.	1 4 0 p.m.	
Blacksmiths .. .. .	39 0 0 p.m.	1 8 0 p.d.	1 0 0 p.d.	1 4 0 p.d.	1 4 0 p.d.	1 4 0 p.d.	1 0 0 p.d.	1 0 0 p.m.	
Painters .. .. .	32 8 0 p.m.	1 4 0 p.d.	1 0 0 p.d.	1 0 0 p.d.	0 14 0 p.d.	..	0 15 0 p.d.	1 0 0 p.m.	
Masons .. .. .	39 0 0 p.m.	1 8 0 p.d.	1 0 0 p.d.	1 0 0 p.d.	1 4 0 p.d.	1 8 0 p.d.	1 5 0 p.d.	1 8 0 p.m.	
Sawyers .. .. .	1 12 0 p.d. (a)	..	..	..	..	..	..	..	
Hammermen .. .. .	..	..	0 8 0 p.d.	0 11 0 p.d.	..	..	0 10 0 p.d.	0 9 0 p.d.	
Bellows Boys .. .. .	..	..	..	..	..	..	..	..	

(a) These figures are minimum rates paid on the G. I. P. between Bombay and Thana to compare with outside rates paid which are for the Thana District. Notes.—In addition to minimum rates G. I. P. muccadums and keymen and gangmen are given free quarters. All G. I. P. workmen receive Grain Compensation in addition to the minimum rates given.

All the minimum rates shown for outside places are taken from a large town whereas the G. I. P. minimum rate is for a whole Division in each case.



## APPENDIX S.—conold.

Minimum wages of low-paid staff in the Engineering Department on the G. I. P. Railways compared with those paid to similar staff in other undertakings in different localities.—conold.

Class of Labour.	Jubbulpore South.			Jhansi South.			Jhansi North.		
	G. I. P. minimum.	Outside minimum.	Rs. a. p.	G. I. P. minimum.	Outside minimum.	Rs. a. p.	G. I. P. minimum.	Outside minimum.	Rs. a. p.
Mucadums .. ..	6 0 0 p.m.	0 8 0 p.d.	12 8 0 p.m.	12 8 0 p.m.	0 8 0 p.d.	14 0 0 p.m.	14 0 0 p.m.	15 0 0 p.m.	16 0 p.m.
Gaugmen .. ..	0 6 0 p.d.	0 6 0 p.d.	0 6 0 p.d.	0 6 0 p.d.	0 6 0 p.d.	0 6 0 p.d.	0 6 0 p.d.	0 6 0 p.d.	0 6 0 p.d.
Gatemen .. ..	.. ..	.. ..	.. ..	.. ..	.. ..	8 0 0 p.m.	8 0 0 p.m.	9 0 0 p.m.	10 0 0 p.m.
Watchmen .. ..	8 8 0 p.m.	12 0 0 p.m.	10 8 0 p.m.	12 0 0 p.m.	12 0 0 p.m.	8 8 0 p.m.	8 8 0 p.m.	9 0 0 p.m.	10 0 0 p.m.
Males .. ..	10 0 0 p.m.	12 0 0 p.m.	11 0 0 p.m.	12 0 0 p.m.	12 0 0 p.m.	0 6 0 p.d.	0 6 0 p.d.	0 7 0 p.d.	0 7 0 p.d.
Coolies, Men ..	0 6 0 p.d.	0 6 0 p.d.	0 6 0 p.d.	0 6 0 p.d.	0 6 0 p.d.	0 6 0 p.d.	0 6 0 p.d.	0 6 0 p.d.	0 6 0 p.d.
" Women ..	0 4 0 p.d.	0 5 0 p.d.	.. ..	.. ..	0 5 0 p.d.	0 5 0 p.d.	0 5 0 p.d.	0 4 0 p.d.	0 3 0 p.d.
" Boy .. ..	0 4 0 p.d.	0 4 0 p.d.	.. ..	.. ..	0 4 0 p.d.	0 4 0 p.d.	0 4 0 p.d.	0 4 0 p.d.	0 3 0 p.d.
SKILLED LABOUR.									
Fitters .. ..	1 8 0 p.d.	1 8 0 p.d.	39 0 0 p.m.	1 8 0 p.d.	1 8 0 p.d.	1 2 0 p.d.	1 2 0 p.d.	1 0 0 p.d.	1 0 0 p.d.
Carpenters .. ..	1 4 0 p.d.	1 4 0 p.d.	23 0 0 p.m.	1 2 0 p.d.	1 2 0 p.d.	1 0 0 p.d.	1 0 0 p.d.	1 0 0 p.d.	0 15 0 p.d.
Blacksmiths .. ..	1 3 0 p.d.	1 0 0 p.d.	27 0 0 p.m.	1 4 0 p.d.	1 4 0 p.d.	1 2 0 p.d.	1 2 0 p.d.	1 0 0 p.d.	1 5 0 p.d.
Painters .. ..	1 4 0 p.d.	1 0 0 p.d.	15 0 0 p.m.	1 0 0 p.d.	1 0 0 p.d.	1 3 0 p.d.	1 3 0 p.d.	1 4 0 p.d.	1 1 0 p.d.
Masons .. ..	1 4 0 p.d.	1 4 0 p.d.	23 0 0 p.m.	1 0 0 p.d.	1 0 0 p.d.	1 0 0 p.d.	1 0 0 p.d.	1 4 0 p.d.	0 15 0 p.d.
Sawyers .. ..	.. ..	.. ..	20 0 0 p.m.	1 0 0 p.d.	1 0 0 p.d.	0 10 0 p.d.	0 10 0 p.d.	0 12 0 p.d.	0 12 0 p.d.
Hammermen .. ..	0 6 0 p.d.	0 8 0 p.d.	12 0 0 p.m.	0 12 0 p.d.	0 12 0 p.d.	0 6 0 p.d.	0 6 0 p.d.	0 8 0 p.d.	0 9 0 p.d.
Bellows Boys .. ..	0 3 6 p.d.	0 4 0 p.d.	.. ..	0 4 0 p.d.	0 4 0 p.d.	0 4 0 p.d.	0 4 0 p.d.	0 4 0 p.d.	0 4 0 p.d.

(a) These figures are minimum rates paid on the G. I. P. between Bombay and Thana to compare with outside rates paid which are for the Thana District. Notes.—In addition to minimum rates G. I. P. mucadums and keymen and gaugmen are given free quarters. All G. I. P. workmen receive Grain Compensation in addition to the minimum rates given. All the minimum rates shown for outside places are taken from a large town whereas the G. I. P. minimum rate is for a whole Division in each case.

## APPENDIX T.

### M. and S. M. Railway.

#### APPEALS.

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CIRCULAR No. E. 1659.

MADRAS, 1ST MAY, 1929.

#### CIRCULAR.

##### I.—APPEALS TO HEADS OF DEPARTMENTS.

1. The staff are entitled to appeal to the Head of the Department to which they belong, against a decision of a Superior Officer, if they consider that there are adequate grounds for so doing : appeal petitions must however fulfil the following conditions :—

(a) Appeals must be submitted through the usual channel to the immediate Superior Officer within one month from the date of the receipt of the decision appealed against, and should be accompanied by a copy of such decision.

(b) Appeals must be legibly written or typed on half margin foolscap paper, and must bear the signature, designation and full address of the employee, and must contain a concise statement of facts, with a separate paragraph, if necessary, for each point raised.

(c) Appeals must be couched in temperate language. The Superior Officer may return an appeal containing intemperate, offensive, or insubordinate language to the appellant for modification and return.

2. Provided the above conditions are fulfilled, a Superior Officer will, as soon as possible, forward appeal petitions to the Head of the Department, recording in the margin of the appeal his remarks against each point raised, or attaching such remarks on a separate note, as may be required.

##### II.—APPEALS TO THE AGENT.

Staff are entitled to appeal to the Agent against the decision of the Head of their Department if they consider that they have good grounds for so doing. Appeal petitions must conform with the conditions detailed in paragraph I (1), and must be forwarded to the Agent through the Head of the Department.

## APPENDIX U.

## M. and S. M. Railway.

Statement of cases treated by the Medical Department during the year ending 31st March 1928 and 31st March 1929.

Months.	Typhoid Fever.	Small-pox.	Measles.	Plague.	Malaria.	Cholera.	Dysentery.	Diarrhoea.	Accidents and other Diseases.	Total.
<b>1927.</b>										
April .. ..	11	4	36	..	673	6	140	411	9,761	11,042
May .. ..	1	3	16	..	699	..	147	510	10,068	11,444
June .. ..	9	1	16	..	732	12	160	707	9,831	11,468
July .. ..	2	..	21	..	849	9	413	899	11,781	13,974
August .. ..	11	..	27	..	1,057	12	488	870	12,436	14,901
September ..	10	3	34	..	1,321	8	306	736	15,695	18,113
October .. ..	6	..	63	..	2,095	1	209	849	16,783	20,006
November ..	10	1	53	..	2,220	3	260	858	15,808	19,215
December ..	6	..	28	1	1,809	4	328	900	15,225	18,301
<b>1928.</b>										
January .. ..	15	14	37	..	1,699	6	349	860	15,615	18,595
February .. ..	8	16	56	..	1,342	16	283	688	14,724	17,133
March .. ..	10	7	83	..	1,544	1	229	535	16,228	18,637
Total .. ..	99	49	472	1	16,040	78	3,312	8,823	163,955	192,829
<b>1928.</b>										
April .. ..	7	8	10	..	1,205	3	202	155	15,336	16,926
May .. ..	3	3	..	..	1,180	2	244	141	17,247	18,820
June .. ..	4	9	3	..	1,011	11	243	168	16,173	17,622
July .. ..	4	5	4	..	1,339	30	583	440	19,256	21,661
August .. ..	6	2	1	..	1,454	55	772	386	18,781	21,457
September ..	12	5	..	..	1,649	6	446	218	18,273	20,609
October .. ..	6	4	1	2	2,296	8	354	178	18,965	21,814
November ..	7	2	..	1	3,393	7	407	170	19,493	23,490
December ..	2	3	..	..	2,839	2	323	162	17,382	20,713
<b>1929.</b>										
January .. ..	4	6	2	1	2,266	2	292	213	18,163	20,949
February .. ..	7	12	7	..	1,700	12	268	170	16,684	18,850
March .. ..	2	19	3	..	1,573	1	309	183	18,289	20,379
Total .. ..	64	78	31	4	21,906	139	4,433	2,584	214,045	243,280

N.B.—These figures include employees, members of families, dependents, servants and other persons treated by the Railway Company's Medical Staff.

## APPENDIX V.

## Information required by Sir Victor Sassoon Bart.

(i) *Percentage rise in wages between 1914 and 1928-29.*—Taking labour, i.e., all employees except supervisory and clerical staff, the rise in average wage in 1928-29 over the rates in 1913-14 is approximately 124%. This is worked out as under :—

				Rs.
Cost of "labour" in 1913-14	..	..	..	9.96 crores.
Cost of "labour" in 1928-29	..	..	..	28.19 crores.

Percentage rise in wages, accounting for 26% rise in numbers :—

$$\frac{(2819-1255)}{1255} \times 100 = 124\%$$

(ii) *Percentage rise in receipts per ton mile* .. .. = 34.5%

This is worked out as under :—

	1913-14 (Pies).	1928-29 (Pies).	Percentage of rise in 1928-29.
Average rate charged for the carriage of goods per ton per mile. (All railways)	4.64	6.24	34.5

(iii) *Percentage rise in receipts per passenger mile* .. .. = 35%

This is worked out as under :—

	1913-14 (Pies).	1928-29 (Pies).	Percentage of rise in 1928-29.
Average rate charged per passenger per mile (All railways) .. ..	2.45	3.32	35.5

(iv) *Percentage rise in 1928-29 as compared with 1913/14 in cost of operation per ton mile and per passenger mile.*—Statistics on this point are not available but the percentage rise for both coaching and Goods traffic may on the whole be taken to be approximately between 50 and 55%

(v) *Percentage of cost of operation due to labour cost.*—From such information as is readily available 45 to 55% of the operating expenses may be taken as the cost of wages—this includes cost of all wages including supervising and clerical.

## APPENDIX W.

## South Indian Railway Co., Ltd.

(Incorporated in England.)

*Welfare of Staff.*

It is proposed to introduce Committees for the welfare of the staff on this Railway with a view to :—

1. Encourage the staff to have a free access to their officers and to have a greater say in matters affecting their own welfare.
2. Increase the good relations between the officers and the staff.
3. Create a spirit of comradeship and goodwill among Railway Employees and to cultivate a better understanding among themselves.
4. Preserve the efficiency of the service.
5. Improve the moral and material well-being of the service.

These Committees styled " Staff Welfare Committees " will be formed at the following important centres at present :—

- (a) Golden Rock,
- (b) Madura,
- (c) Villupuram, and
- (d) Podanur.

2. The constitution of the Committee will be as follows :—

- (a) *Golden Rock*.—The Colony Committee will function as the Staff Welfare Committee for the Golden Rock Colony.
- (b) *Madura, Villupuram and Podanur*.—The Committee will consist of the Ex-officio and Nominated Members of the District Officer's Sanitary Committee, viz. :—

- (1) The District Engineer,
- (2) The Divisional Superintendent,
- (3) The District Mechanical Engineer,
- (4) The District Medical Officer, and
- (5) The Permanent-Way Inspector,
- (6) The Locomotive Foreman,
- (7) The Station Master,

and 8 representatives of the subordinate staff elected as follows :—

- (8) Two European or Anglo-Indian members, one from the running staff and one from other staff *including* clerical staff.
- (9) Two Indian members from the Traffic Staff, one from Commercial and one from Transportation.
- (10) One Indian member from the Engineering Staff.
- (11) Two Indian members from the Loco. Staff, one from the running staff and one from the other staff.
- (12) One Indian member elected from the clerical staff of the District Offices.

3. The District Officers' Sanitary Committee at Madura, Villupuram and Podanur which now deals with such questions as housing, water-supply, sanitation and health, should take over the functions of the Welfare Committee so far only as these particular stations are concerned. At other stations, the District Sanitary Committees should continue to function as at present.

4. Each representative of the staff must be a member of the section of the staff he represents. No employee with less than 5 years' continuous service on the South Indian Railway will be eligible for election to the Committee.

5. Elections of representatives of the staff, who will serve on the Committee for 12 months, will be held annually. Vacancies, whether caused by resignation, transfer, pro-

**APPENDIX W—concl.**

motion, or otherwise, will be filled by bye-elections. It should be noted that, if a representative of one section of the staff, through promotion or increase of pay or transfer or for any similar reasons, becomes a member of another section of the staff, he ceases to be a member of the committee.

6. The Chairman shall be nominated by the Agent from among the members of the Committee and the Chairman shall nominate a member of the Committee to act as Secretary to the Committee. At Golden Rock, the President and the Executive Officer respectively of the Golden Rock Colony Committee shall be the Chairman and the Secretary of the Staff Welfare Committee.

7. The methods of election suitable for each section of the staff will be decided by the Welfare Committee of the respective centre. Candidates desiring to stand for election shall submit their applications to the Chairman of the Committee, three weeks before the date fixed for election. The election of representatives of the running staff shall be allowed to continue for not less than three days to give all such staff an opportunity of Voting. It is hoped that, after experience has shown the most suitable methods of election, it will be possible to lay down definite rules for the methods of election for each section of the staff.

8. The functions of the Committees will be advisory and they may discuss matters regarding quarters, water supply, education, hospitals, medical attendance and matters concerning the comfort, welfare and recreation of the staff, in fact generally the condition under which the staff work and live.

Questions regarding grievances of the staff may be discussed by the Committees so far as it is necessary to ascertain from the representatives of the staff the nature of, and grounds for, any complaint.

The final decision as to whether any matter should be discussed or not will rest with the Chairman.

9. Meetings will ordinarily be held once in a quarter on a date to be fixed by the Chairman. The Chairman may, however, call a special meeting at any time he considers necessary. The Minutes of the meetings shall be drawn up by the Chairman and will be kept by the Secretary. The Secretary shall forward to the Agent copies of the Minutes within 7 days after the date of each meeting.

AGENT'S OFFICE, TRICHINOPOLY, }  
4th April, 1928. }

P. ROTHERA,  
*Agent.*

## APPENDIX X.

## South Indian Railway Company, Limited.

(Incorporated in England.)

CHIEF TRANSPORTATION SUPERINTENDENT'S OFFICE.

Trichinopoly, 4th February, 1930.

Circular Letter No. P. T. 22/97.

To All Concerned.

*Rest Rules for Engine Crews working Goods and other trains not on booked rosters.*

1. So far as the exigencies of the service permit, rest (exclusive of the usual hours engine attendance) for Engine Crews at head quarter stations will be arranged as follows :—

- |       |   |         |   |
|-------|---|---------|---|
| (i)   | For absence of less than 5 hours  | .. .. . | No rest allowed.                                    |
| (ii)  | „ more than 5 hours, but less than 7 hours  |         | 6 hours rest.                                       |
| (iii) | „ more than 7 hours, but less than 9 hours  |         | 8 hours rest.                                       |
| (iv)  | „ more than 9 hours, but less than 13 hours   |         | 10 hours rest.                                      |
| (v)   | Engine Crews who have been absent from their head-quarters for more than 13 hours and who have had 10 hours clear rest at an out-station.     | }       | will only be entitled to claim 10 hours clear rest. |
| (vi)  | Engine Crews who have been absent from their head-quarters for more than 13 hours and who have not had 10 hours clear rest at an out-station. |         | will be entitled to claim 12 hours clear rest.      |

NOTE—

- (i) The words 'absence' and 'absent' mean the time taken between the arrival of an engine in the Traffic Yard of the Home station and its departure from this yard on its return, *plus* one hour on account of engine attendance.
- (ii) Shed Foreman must see that Engine Crews in the case of items (iv), (v) and (vi) are not allowed in any circumstances to work trains before they have been off duty for 8, 10 and 10 hours respectively.

2. Rest (exclusive of the usual hour's engines attendance) for Engine Crews at out-stations will be arranged as follows :—

- |       |   |         |                  |
|-------|---|---------|------------------|
| (i)   | For a trip not exceeding 5 hours                | .. .. . | No rest allowed. |
| (ii)  | „ exceeding 5 hours, but not exceeding 7 hours  |         | 4 hours rest.    |
| (iii) | „ exceeding 7 hours, but not exceeding 9 hours  |         | 6 hours rest.    |
| (iv)  | „ exceeding 9 hours, but not exceeding 13 hours |         | 8 hours rest.    |
| (v)   | „ exceeding 13 hours                            | .. .. . | 10 hours rest.   |

NOTE—

- (i) The word 'trip' means the time taken between the arrival of an engine in the Traffic Yard of the departure station and its departure from the Traffic Yard of the terminal station, *plus* one hour on account of engine attendance.
- (ii) In arranging return trips Train Controllers, Loco. Foremen and Traffic Inspectors must see that Engine Crews in the case of items (iv) and (v) are not allowed in any circumstances to work trains before they have been off duty for the period specified.
3. Engine Crews will in no case be able to claim more than the rest period laid down.

## APPENDIX Y.

## Particulars of Debits raised against staff on Railways during the month of March 1929.

	Burma Railways.			B. B. and C. I. Railway.			M. S. M. Railway.			S. I. Railway.			B. and N. W. Railway.		
	No. of Staff.	Total pay.	Debit.	No. of Staff.	Total pay.	Debit.	No. of Staff.	Total pay.	Debit.	No. of Staff.	Total pay.	Debit.	No. of Staff.	Total pay.	Debit.
—															
Loss of unnecessary Telegrams.	12	Rs. 1,917 8	Rs. 13 4	44	4,263 4	Rs. 56 3	33	2,669 10	Rs. 49 5	79	2,960 12	Rs. 66 2	20	954 0	Rs. 41 10
Loss or Damage to Railway Property.	398	18,015 12	478 9	150	5,208 12	161 6	399	12,185 8	372 2	297	6,857 10	720 10	27	993 14	94 0
Loss or Damage to Parcels and Goods.	29	1,775 0	162 15	25	1,965 0	82 11	69	3,015 14	163 13	45	1,998 9	565 14	16	514 0	176 15
Undercharges in Fares and Freight.	..	..	..	114	6,175 0	297 4	197	9,802 4	504 0	111	40,581 1	362 14	152	6,898 0	2,219 6
Short Remittances and base coins.	..	..	..	30	2,165 0	81 15	2	90 0	4 15	19	499 0	92 15	1	27 0	0 2
Miscellaneous* Debits.	4	143 11	8 7	28	2,013 0	50 4	34	2,051 11	85 12	25	758 5	87 10	5	220 0	25 2

\* Miscellaneous Debits include Excess fare debits; Misdpatch of wagons; wrong booking, loading and detention to consignments and demurrage charges.

Note.—Total pay is the monthly emolument of the staff actually debited and includes overtime and mileage allowances.

## Particulars of Debits remitted on Appeal.

Railway.	No. of Staff.	Total pay.	Actual Debits.	Amount of debits remitted on appeal.
Burma Railways	..	..	..	..
B. B. & C. I. Railway	5	696 13	6 13	6 13
M. & S. M. Railway	2	125 0	12 8	12 8
S. I. Railway	14	865 0	54 15	41 4
B. & N. W. Railway	110	4,640 0	2,063 6	1,086 7



**APPENDIX Z.**

Additional information supplied by the Railway Board and Railway Administrations as a result of the oral evidence given before the Royal Commission on Labour.

	PAGE.
Z(A).—Railway Board .. .. .	284
Z(B).—North Western Railway .. .. .	301
Z(C).—Eastern Bengal Railway .. .. .	308
Z(D).—East Indian Railway .. .. .	309
Z(E).—Great Indian Peninsula Railway .. .. .	320
Z(F).—Bengal Nagpur Railway .. .. .	322
Z(G).—Bombay, Baroda and Central India Railway .. .. .	326
Z(H).—Madras and Southern Mahratta Railway .. .. .	347
Z(J).—South Indian Railway .. .. .	355

NOTE.—This appendix has been divided into the sections shown above ; and in giving the information reference is made to the question in Volume VIII, Part II, of the Proceedings of the Royal Commission on Labour.

## APPENDIX Z (A).

## Information supplied by the Railway Board.

(i) *Reference question K-770.*—The figures referred to in the question are given in Chapter VII, item (44). The numbers of accidents in all railway workshops for the last four years are as follows :—

Year.	No. of accidents.	Railway servants.		Others.		Total.	
		Killed.	Injured.	Killed.	Injured.	Killed.	Injured.
1925-26 ..	5,276	13	5,130	..	3	13	5,133
1926-27 ..	5,915	20	5,788	1	1	21	5,789
1927-28 ..	6,195	24	6,114	1	2	25	6,116
1928-29 ..	7,397	30	7,301	..	1	30	7,302

Figures for years 1922-23 to 1924-25 are not available.

(ii) *Reference questions K-821 to K-824.*—The North Western Railway reports that, during the last ten years, the following chargemen, journeymen, artizans and semi-skilled employees were engaged on completion of their training in the Mechanical Workshops :—

Nationality.				Men appointed as		
				Chargemen grade 185—15—350.	Journeymen grade 100—10—170.	Artizans and semi-skilled employees.
Europeans .. ..	..	..	..	..	11	1
Anglo-Indians .. ..	..	..	..	..	25	3
Indians .. ..	..	..	..	2	58	218

The trades in which these journeymen and chargemen were trained are as follows :—

				Europeans.	Anglo-Indians.	Indians.
Electrician .. ..	..	..	..	1	1	7*
Boilermaker .. ..	..	..	..	..	6	4
Turner .. ..	..	..	..	..	4	7*
Moulder .. ..	..	..	..	..	1	1
Fitter and Erector .. ..	..	..	..	3	4	15*
Millwright .. ..	..	..	..	1	1	9*
Blacksmith .. ..	..	..	..	1	3	..
Carriage and Wagon Fitter .. ..	..	..	..	2	4	12*
Carriage Builder .. ..	..	..	..	3	1	3
Copper and Tin Smith .. ..	..	..	..	..	..	1
Production .. ..	..	..	..	..	..	1
Total .. ..	..	..	..	11	25	60

NOTE.—The trades starred\* are more popular and attract a greater number of applicants by reason of the fact that if not absorbed by the Railway on completion of their training, they are more likely to find a ready market for their services outside the sphere of Railway employment.

## APPENDIX Z (A)—contd.

In addition to the above there were men who were trained as apprentices and on completion of their training were discharged for want of vacancies or other causes. In this respect figures are not available for 10 years; but during the last 3 years, i.e., 1927, 1928 and 1929, 27 men were discharged (16 Europeans and Anglo-Indians and 11 Indians).

The men choose the trade they desire to follow, and there are no restrictions in regard to Indians.

(iii) *Reference questions K-860 and K-861.*—In connection with the questions under reference, it is pointed out that full information concerning the main provisions of all contracts between Government and Railway Companies is contained in the History of Indian Railways. A copy of the History of Indian Railways and a copy of the Contract with the South Indian Railway Company have been supplied to the Royal Commission on Labour.

The dates on which the determination of contracts of the State-owned Company-managed Railways falls due are given below :—

Railway.	Date of termination of contract.
Assam Bengal .. .. .	31st December 1931.
Bengal and North Western .. .. .	31st December 1932.
Rohilkund and Kumaon .. .. .	31st December 1932.
Madras and Southern Mahratta .. .. .	31st December 1937.
Bombay, Baroda and Central India .. .. .	31st December 1941.
South Indian .. .. .	31st December 1945.
Bengal Nagpur .. .. .	31st December 1950.

(iv) *Reference questions K-1001 and K-1002.*—The following statement gives the information required :—

(Figures in lakhs of Rupees.)

Particulars.	1924-25.	1925-26.	1926-27.	1927-28.	1928-29 Appx. actuals.
(a) 1% of the gross earnings from passengers including other coaching traffic earnings.	41	42	41	42	41
(b) 1% of the gross earnings from goods traffic .. .. .	63	61	61	65	67
	104	103	102	107	108
(c) Sums placed to the Railway Reserve Fund	638	379	149	457	258
(d) Sums which would have been placed to the Railway Reserve if the rates for passenger and goods traffic had been 1% lower than they actually were .. .. .	569	311	67	399	170

NOTE.—The balance of the loss from an assumed deduction of 1% in the rates for passenger and goods traffic would have been borne by general revenues, under the terms of the convention separating railway revenues from those revenues.

## APPENDIX Z (A)—contd.

(v) Reference Question K-1065.—The Public Services Commission was constituted in 1925-26, therefore figures are available for four years only, and are as follow :—

Department.	1926-27.			1927-28.			1928-29.			1929-30.		
	No. asked for	Recom- mended by P. S. Commis- sion.	Recruited by Railway Board.	No. asked for.	Recom- mended by P. S. Commis- sion.	Recruited by Railway Board.	No. asked for.	Recom- mended by P. S. Commis- sion.	Recruited by Railway Board.	No. asked for.	Recom- mended by P. S. Commis- sion.	Recruited by Railway Board.
Indian Railway Service of Engineers.	7	24	7	6	21	6	9	28	9	9	30	7
Transportation (Traffic) and Commercial Departments.	6	18	6	7	10	7	7	15	7	7	21	7
Mechanical Engineering and Trans. (Power) Departments (Special class Apprentices).	..	..	6	12	23	12	12	17	12	12	24	12
Electrical Engineering Department.	1 (a)	1 (a)	1 (a)	..	..	..	5	11 (9a) *(25)	4 (a)	1	1 (b)	1 ( )
Signals Engineering Department.	..	..	..	2 (a)	2 (a)	2 (a)	3	5 (2b) (3a)	3 (2b) (1a)	..	..	..

Medical Department ..	3 (a)	7 (a)	3 (a)	..	..	..	4 (a)	12 (a)	10 (a)	4 (a)†	9 (a)	3 (a)†
Mechanical Engineering and Trans. (Power).	..	..	..	2	3 (1a) (2b)	2 (1a) (1b)	1	3 (2b) (1a)	2 (b)	4 (a)	4 (a)	4 (a)†

\* 1 declared medically unfit.

† Demand from N. W. Railway has been reduced and the names of candidates circulated to Company Railways.

‡ Question of domicile of one recruit is still under consideration.

(a) Asiatic. (b) Non-Asiatic.

**APPENDIX Z (A).—contd.**

(vi) *Reference question K-1138.*—In this question it was requested that a statement be supplied showing :—

- (a) the number and total pay of the subordinate staff, excluding menials, say drawing up to Rs. 30 p.m., and
- (b) the number and total pay of the Superior staff down to the Local Traffic Service.

The statements given in Appendix " I " of this Memorandum will be found to comply with this request.

(vii) *Reference questions K-1190 to K-1192.*—The subject of appeals against the orders of discharge or dismissal is dealt with in paragraphs 10 to 16 of the Discharge and Dismissal Rules of State-Railway Non-gazetted Government Servants reproduced in Appendix " B " ; and a circular issued by the M. and S. M. Railway is reproduced in Appendix " T ". For the purpose of question K-1192, figures for six months from April 1929 to September 1929 received from the E. I. Railway are reproduced for information :—

Total No. of appeals submitted from April 1929 to September 1929.	Number of cases in which the original conviction was confirmed, quashed and modified.		
	Confirmed.	Quashed.	Modified.
319	269	32	18

(viii) *Reference questions K-1236 to K-1242.*—The information originally given in the supplementary statement, referred to in these questions, has been separated. The extract from Mr. Heseltine's note will be found incorporated in Chapter XII, item (99), and the figures regarding the percentage rise in wages are given in Appendix " V ".

The figures promised in question K-1237 are reproduced in Appendix " I ".

(ix) *Reference questions K-1243 to K-1245.*—Statement showing passenger miles and net ton miles of all Indian Railways.

Year.						Passenger miles (in thousands).	Net ton miles (in thousands).
1913-14	..	..	..	..	..	16,614,068	15,623,235
1928-29	..	..	..	..	..	22,097,136	21,889,177

**APPENDIX Z (A) —contd.**

(x) *Reference question K-1247.*—G. I. P. Railway figures are given in Chapter XIII, item (112), and corresponding figures for other railways are given in the following statements.

**STATISTICS OF OPERATING EFFICIENCY.**

# APPENDIX

## Statistics of

Items	N. W. Railway.						E. I.			
	1924-25.		1928-29.		Increase (+) or decrease (—) per cent.		1924-25.		1928-29.	
Total permanent staff	106,096		117,720		+ 10·96		168,564		153,066	
Total track-miles (including sidings).	8,503		9,702		+ 14·10		6,943·4		6,835·8	
	Loaded.	Empty.	Loaded.	Empty.	Loaded.	Empty.	Loaded.	Empty.	Loaded.	Empty.
Loaded to empty wagons per train.	32	14	31	12	—3·12	—14·3	29	17	31	18
Percentage of loaded and empty to total.	69·1	30·9	72·4	27·6	+ 4·78	—10·7	63	37	63	37
Total tons hauled per number of staff.	130		127		—2·31		154		156	
Lbs. of coal per 1,000 gross ton miles (coaching).	179·3		168·8		—5·86		177·0		149·3	
Lbs. of coal per 1,000 gross ton miles (goods).	134·8		146·1		+ 8·38		124·2		112·0	
Cost per 1,000 gross ton miles.	Rs. 9·82		Rs. 8·41		—14·36		Rs. 6·69		Rs. 5·54	
Average speed of trains—										
Passenger ..	18·7		19·5		4·28		20·5		21·4	
Goods .. ..	9·97		10·0		0·30		8·88		9·64	
Mixed .. ..	13·6		13·8		+ 6·15		13·8		15·2	
Average time to haul 1,000 tons 100 miles.	26		28		+ 7·70		27		23	
Engine miles per engine-day.	94·0		102·2		+ 8·72		90·9		99·3	
(Only available for last two years).	1927-28		1928-29		..		1927-28		1928-29	
Time in shops—										
Engines .. ..	Days. 99·9		92·5		—7·41		68		42	
Coaches .. ..	.. 37		26		—29·7		32		27	
Wagons .. ..	.. 14		9		—35·7		5·84		6·68	
Cost of repairs—										
Engine .. ..	Rs. 12,293		11,693		—4·88		10,536		9,541	
Passenger Carriage ..	.. 708		694		—1·98		712		626	
Wagon .. ..	.. 175		143		—18·3		131		149	



Z (A).—contd.

operating efficiency.

Railway.		B. N. Railway.						E. B. Railway.					
Increase (+) or decrease (—) per cent.		1924-25.		1928-29.		Increase (+) or decrease (—) per cent.		Broad Gauge.					
								1924-25.		1928-29.		Increase (+) or decrease (—) per cent.	
Loaded.	Empty.	Loaded.	Empty.	Loaded.	Empty.	Loaded.	Empty.	Loaded.	Empty.	Loaded.	Empty.	Loaded.	Empty.
—9·20		58,655		71,489		+21·9		44,569		51,051		+14·6	
—1·55		2,859·28		3,131·59		+9·52		2,707·05		2,944·55		+8·79	
+6·90	+5·88	27	11	29	13	+7·01	+18·3	35	15	36	12	+2·86	—20·0
Nil.	Nil.	71·3	28·7	69·1	30·9	—3·09	+7·67	68·9	31·1	75·0	25·0	+8·85	—19·6
+1·30		209		207		—0·96		131		129		—1·53	
—15·7		199·5		213·2		+6·87		170		186·5		+9·71	
—9·82		164·7		143·4		—12·9		124·4		116·1		—6·67	
—17·2		Rs. 7·21		Rs. 7·41		+2·77		Rs. 9·83		Rs. 10·3		+4·78	
+4·39		17·8		18·9		+6·18		17·0		17·0		Nil.	
+8·56		8·61		10·2		+18·5		7·24		7·81		+7·87	
+10·1		10·6		11·1		+4·72		11·1		13·2		+18·9	
—14·8		30		23		—23·3		42		35		—16·7	
+0·24		66·8		71·0		+6·29		98·0		99·0		+1·02	
..		1927·28		1928·29		..		1927·28		1928·29		..	
—38·2		136·8		90·7		—33·5		64		51		—20·3	
—15·6		116·9		68·4		—41·5		30		13		—56·7	
+14·4		26·1		15·7		—39·8		7		6		—14·3	
—9·44		15,323		11,251		—26·6		12,251		9,699		—20·8	
—12·0		1,933		1,201		—37·9		435		306		—29·7	
+13·7		347		250		—28·1		158		136		—13·0	

# APPENDIX

## Statistics of

Items.	E. B. Railway.						B., B. &			
	Metre Gauge.						Broad Gauge.			
	1924-25.		1928-29.		Increase (+) or decrease (—) per cent.		1924-25.		1928-29.	
	Loaded.	Empty.	Loaded.	Empty.	Loaded.	Empty.	Loaded.	Empty.	Loaded.	Empty.
Total permanent staff..	*		*		*		35,229		34,624	
Total track miles (in- cluding sidings).	..		..		..		2019.32		2088.14	
Loaded to empty wagons per train.	32	11	30	13	—5.25	+18.2	29.0	12.2	32.8	12.4
Percentage of loaded and empty to total.	78.8	26.2	69.8	30.2	—5.42	+15.4	70.4	29.6	72.6	27.4
Total tons hauled per number of staff.	*		*		*		128.93		136.83	
Lbs. of coal per 1,000 gross ton miles (coach ing).	153.5		107.7		+26.0		187.2		175.4	
Lbs. of coal per 1,000 gross ton miles (goods).	143.1		146.5		+2.38		134.0		100.2	
Cost per 1,000 gross ton miles.							Rs. 9.47		Rs. 8.87	
Average speed of trains—										
Passenger ..	15.7		14.8		—5.73		17.5		22.1	
Goods ..	8.32		8.6		+3.37		9.7		10.0	
Mixed ..	12.5		11.3		+9.60		14.8		14.5	
Average time to haul 1,000 tons 100 miles.	67		67		Nil.		31		25	
Engine miles per engine day.	86.5		98.2		+13.5		94.0		105.6	
(Only available for last two years) Time in shops—	1927-28		1928-29		..		1 27.28		1928-29	
Engines ..	68		82		+20.6		92		96	
Coaches ..	23		25		+8.70		76.6		61.1	
Wagons ..	7		8		+14.3		7.08		6.52	
Cost of repairs—										
Engine ..	10,876		13,349		+22.7		13,408		11,414	
Passenger carriage	288		295		+4.24		1,065		945	
Wagon ..	130		135		+3.85		186		139	

\* Included in broad gauge.

Z (A).—*contd.**operating efficiency*

C. I. Railway.

Metre Gauge.						Narrow Gauge.							
Increase (+) or decrease (—) per cent.		1924-25.		1928-29.		Increase (+) or decrease (—) per cent.		1924-25.		1928-29.		Increase (+) or decrease (—) per cent.	
	—1.72	35,862		35,238			—1.74	709		777		+9.59	
	+3.40	2,901.20		2919.37			+0.62	174.87		186.72		+6.73	
Loaded.	Empty.	Loaded.	Empty.	Loaded.	Empty.	Loaded.	Empty.	Loaded.	Empty.	Loaded.	Empty.	Loaded.	Empty.
+13.1	+1.64	24.4	9.6	26.3	10.6	+7.79	+10.4	8.2	4.8	12.3	6.8	+50.0	+41.7
+3.13	—7.43	71.8	28.2	71.3	28.7	—0.70	+1.77	63.2	36.8	64.5	35.5	+2.05	—3.53
	+6.13	103.14		117.91			+14.32	321.06		293.79		—8.49	
	—6.30	208.5		201.0			—3.60	357.4		327.5		—8.37	
	—25.2	175.3		145.4			—17.1	438.7		267.4		—39.1	
	—6.33	Rs. 10.6		Rs. 10.2			—3.77	Rs. 18.6		Rs. 18.4		—1.07	
	+26.3	16.7		16.6			—0.60	13.4		14.6		+ 8.96	
	+3.09	10.6		10.9			+2.83	10.3		8.64		—16.5	
	—2.02	13.0		12.6			—3.08	10.3		11.1		+7.77	
	—19.4	54		55			+1.85	..		..		..	
	+12.2	103.0		100.2			—2.73	37.0		72.5		+49.0	
	..	1927-28		1928-29			..	1927-28		1928-29		..	
	+4.35	173		101			—41.6	58		38		—34.5	
	—20.2	85.7		77.6			—9.45	..		..		..	
	—7.91	31.4		15.4			—51.0	..		..		..	
	—14.8	8,932		8,998			+0.74	5,609		6,080		+8.40	
	—12.7	697		493			—29.3	..		..		..	
	—25.3	200		168			—16.0	..		..		..	

# APPENDIX

## Statistics of

Items.	M. & S. M. Railway.			S. I.	
				Broad	
	1924-25.	1928-29.	Increase (+) or decrease (—) per cent.	1924-25.	1928-29.
Total permanent staff ..	50,855	52,659	+ 3.55	32,066	35,347
Total track miles (including sidings).	3,566.1	3,702.4	+ 3.82	2,224.3	2,724.7
Loaded to empty wagons per train.	Loaded. Empty. 23 9	Loaded. Empty. 23 8	Loaded. Empty. NW —11.1	Loaded. Empty. 22 8	Loaded. Empty. 25 6
Percentage of loaded and empty to total.	71.9 28.1	74.2 25.8	+ 3.20 —8.19	74.2 25.8	80.6 19.4
Total tons hauled per number of staff.	118	150	+ 27.1	129	171
Lbs. of coal per 1,000 gross ton miles (coaching).	161.9	175.4	+ 8.34	162.1	171.0
Lbs. of coal per 1,000 gross ton miles (goods).	146.9	154.6	+ 5.24	138.2	147.2
Cost per 1,000 gross ton miles ..	Ra. 8.9	Ra. 8.1	—9.0	Ra. 8.3	Ra. 9.42
Average speed of trains—					
Passenger .. ..	16.8	16.9	+ 0.60	19.6	19.0
Goods .. ..	9.0	9.85	+ 9.44	9.44	10.6
Mixed .. ..	11.1	11.5	+ 3.60	12.6	12.8
Average time to haul 1,000 tons 100 miles.	57	52	—8.77	43	40
Engine miles per engine day ..	104.0	115.7	+ 11.3	87.5	96.9
(Only available for last two years)	1927-28	1928-29	..	1927-28	1928-29
Time in shops—					
Engines .. ..	Heavy 83.9	55.7	—33.6	122	138
	Days .. ..	..	..	..	..
	Light 38.4	39.3	+ 2.34	32	61
Coaches .. ..	Days 64.3	39.8	—38.1	51	88
Wagons .. ..	Days 22.6	8.91	—60.6	31	33
Cost of repairs—					
Engine .. ..	Ra. 13,164	12,197	—7.35	14,708	18,048
Passenger carriage ..	Ra. 887	876	—1.24	1,128	795
Wagon .. ..	Ra. 195	195	NW	318	192

\* Included in broad gauge.

**E (A).—contd.**  
*operating efficiency.*

**Railway.**

**Burma Railways.**

Gauge.	Metre Gauge.					
	1924-25.	1928-29.	Increase (+) or decrease (-) per cent.	1924-25.	1928-29.	Increase (+) or decrease (-) per cent.
Increase (+) or decrease (-) per cent.						
+10.2	*	*	*	24,023	27,348	+13.84
+22.5	*	*	*	2,362.3	2,671.9	+13.11
Loaded. Empty.	Loaded. Empty.	Loaded. Empty.	Loaded. Empty.	Loaded. Empty.	Loaded. Empty.	Loaded. Empty.
+13.6 —25.0	26 11	26 9	Nil —18.2	25 8	25 8	Nil Nil
+8.36 —24.8	71.5 28.5	74.3 25.7	+3.92 —9.82	75.7 24.3	76.2 23.8	+0.66 —2.06
+32.6	*	*	*	183	209	+14.20
+5.49	194.1	194.7	+0.31	192.4	188.4	—2.06
+6.51	129.7	140.6	+8.40	138.5	139.8	+0.95
+12.7	Rs. 13.4	Rs. 12.0	—10.4	Rs. 11.2	Rs. 11.5	+2.68
—3.06	15.7	15.3	—2.55	15.4	18.3	+18.8
+12.3	9.10	9.16	+0.66	9.45	9.34	—1.16
—2.38	12.1	12.7	+4.96	12.7	13.5	+6.29
—6.98	81	75	—7.41	48	47	—2.08
+10.7	90.9	95.2	+4.73	101.8	100.7	—1.08
..	1927.28	1928.29	..	1927.28	1928.29	..
+13.1	122	207	+69.7	..	..	..
+90.6	41	34	—17.1	96	101	+4.97
+72.5	77	151	+96.1	56	48	—14.63
+6.45	73	79	+8.22	15	6	—68.04
+22.7	29,458	29,026	—1.47	13,020	14,394	+10.5
—29.5	1,537	1,079	—29.8	1,250	1,171	—6.22
—39.6	271	177	—34.7	825	424	—48.6

## APPENDIX

## Statistics of

Item.	A. B. Railway.			B. & N. W.	
	1924-25.	1928-29.	Increase (+) or decrease (—) per cent.	1924-25.	
Total permanent staff ..	11,481	15,038	+31.0	26,337	
Total track miles (including sidings).	1247.40	1426.54	+14.4	2614.29	
	Loaded. Empty.	Loaded. Empty.	Loaded. Empty.	Loaded. Empty.	Loaded. Empty.
Loaded to empty wagons per train.	21 7	23 7	+9.52 Nil.	33.2* 25.2*	9.36* 9.55*
Percentage of loaded and empty to total.	75.7 24.3	76.6 23.4	+1.19 —3.70	78.0* 72.5*	22.0* 27.5*
Total tons hauled per number of staff.	189	209	+10.6	125	
Lbs. of coal per 1,000 gross ton miles (coaching).	142.1	152.4	+7.25	155.1	
Lbs. of coal per 1,000 gross ton miles (goods).	158.6	166.3	+4.85	126.5	
Cost per 1,000 gross ton miles.	Rs. 10.9	Rs. 9.94	—8.81	Rs. 7.19	
Average speed of trains—					
Passenger ..	16.7	16.9	+1.20	15.2	
Goods ..	9.03	9.33	+3.32	Main line—	
				Train miles per	
				train engine	
				hour. 8.05	
				Branch do. 8.00	
Mixed ..	11.2	10.7	—4.46	11.4	
Average time to haul 1,000 tons 100 miles.	73	67	—8.22	53	
	In use 95.1	98.0	+3.05	103	
Engine miles per engine day (Only available for last two years).	On line 55.6	66.9	+22.3		
Time in shops—	1926-27	1928-29	..	1927-28	
Engines ..	Days 126	96	—23.8	62	
Coaches ..	Days 64†	43	—22.8	41.0	
Wagons ..	Days 51†	8	—84.3	15.4	
Cost of repairs—				1924-25.	
Engine ..	Rs. 7,312	8,555	+17.0	8,64,224	
Passenger Carriage ..	Rs. 665	914	+37.4	3,69,754	
Wagon ..	Rs. 92	128	+39.1	6,13,484	

\* Calculated on goods trains only, and not on goods proportion of mixed.

† Figures from July 1926.

Z (A).—contd.

operating efficiency.

Railway.			R. & K. Railway.				
1928-29.		Increase: (+) or decrease (—) per cent.	1924-25.		1928-29.		Increase (+) or decrease (—) per cent.
27,519		+4.49	5,407		6,018		+11.3
2658.39		+1.69	692.64		679.87		—1.84
Loaded.	Empty.	Loaded.	Empty.	Loaded.	Loaded.	Empty.	Loaded.
Main.	Branch.	Main.	Branch.	Main.	Branch.	Main.	Branch.
35.0*	26.0*	11.2*	8.69*	+5.42	+3.17	+19.7	—9.00
75.7*	74.9*	24.3*	25.1*	2.95	+3.31	+10.5	—8.73
128		+2.40	167		168		+0.60
186.5		+20.2	203.4		174.6		—14.2
157.5		+24.5	164.4		135.3		—17.7
Rs. 6.26		—12.9	Rs. 10.4		Rs. 8.15		—21.6
15.5		+1.97	16.3		16.2		—0.61
8.57		+6.46	..		..		..
..		..	10.5		9.15		—12.9
7.54		—5.75	..		..		..
12.2		+7.02	11.8		11.3		—4.24
62		+17.0	56		67		+19.6
101		—1.94	63.3		76.9		+21.5
1928-29		..	1927-28		1928-29		..
63		+1.61	62		64		3.23
39.4		—3.90	35		32		—8.57
15.5		+0.65	12		15		+25.0
1928-29							
9,55,090		+10.51	6,413		6,363		—0.78
4,42,303		+19.62	506		39		—21.15
5,28,912		—13.79	77		6		—15.68

**APPENDIX Z (A).—*contd.***

over by a senior officer nominated by the Agent, and consisting of five members, all Railway employees, one nominated by the Agent and four elected by the staff.

The constitution of Sub-Committees of the same composition may be authorised by the Agent at his discretion at convenient centres. These sub-Committees will have power to allot funds for specified objects within the rules and limitations prescribed by the Headquarters Committee.

- (j) **K-1393.**—In 1915 when the question of improvement of Railway Provident Funds was considered it was proposed that following the Precedent of the General Provident Fund the subscribers to the Railway Provident Funds be permitted to utilise their own deposits in the Fund towards payment of premia on life insurance policies. The proposal was turned down on the following grounds :—

That the insurance premia concession in the case of the General Provident Fund had created certain difficulties, which were as follow :—

- (i) Inconvenience to the subscriber and the Accounts Officer in connection with the assignment of policies, the registration and cancellation of assignments, and the deposit of policies with Government;
- (ii) the necessity that Government should take precautions to ensure the premia being regularly paid, amounting to Government's undertaking the duty of disbursing the premia out of the subscriber's balance;
- (iii) the idea underlying the arrangement in the case of General Provident Fund is that when a subscriber dies during service the proceeds of the insurance policy taken out by him in substitution for subscription to the General Provident Fund should be protected from the risk of merging in his general estate thus becoming available to his creditors instead of being absolutely at the disposal of his widow and children. There are a number of legal difficulties which have to be faced in connection with the details of such an arrangement.

Finally, that the Railway Provident Fund differed materially in its scope from the General Provident Fund, and was in itself, with the concessions which the Government gives, a very considerable insurance. But a re-examination of the question has been undertaken.

- (k) **K-1427.**—Certain information in this connection has been called for from Railway Administrations and the point raised will be dealt with after the information has been received.



## APPENDIX Z (B).

## Information supplied by the North Western Railway Administration.

(i) *Reference question K-343.*—(a) The following statement gives the proposals put forward by the Workshop Committee, Carriage and Wagon Shops, Moghulpura, and the action taken :—

Serial No.	Date on which proposed.	Particulars of proposals.	How disposed of.		
			Approved.	Not approved.	Under consideration.
1	29-6-29	Gate passes should be issued without restriction of time .. .. .	1	..	..
2	29-6-29	Workmen should be granted leave up to 30 days without any restriction ..	1	..	..
3	29-6-29	Medical certificates given by Hakims or private practitioners should be accepted ..	..	..	1
4	29-6-29	Shop clerks should be transferred after a certain period. .. .. .	1	..	..
5	13-7-29	Members of the Committee should be treated as on duty for the period they attend the meeting of the workshops Committee ..	..	..	1
6	13-7-29	Workmen drawing the maximum of their grades should be promoted to the next higher grade if vacancies occurred ..	1	..	..
7	13-7-29	When a Mistrī is promoted to the grade of a junior chargeman, the post of the Mistrī should not be abolished .. ..	1	.	..
8	13-7-29	All workshop holidays should be paid holidays .. .. .	..	1	..
9	13-7-29	Pass applications may be entertained 3 days before the date on which passes are required. .. .. .	1	..	..
10	13-7-29	Battery coolies be supplied with aprons ..	1	..	..
11	27-7-29	Restrictions regarding recruitment of shop boys to be removed and Workmen's sons be given preference for shop boys posts: .. .. .	1	..	..
12	27-7-29	Passes issued to employees and their families should count as one pass ..	..	..	1
13	27-7-29	Bhishties should be supplied with skin bags ..	..	..	1
14	27-7-29	Applications for condonation of break in service should be considered when submitted and not when a man is about to retire .. .. .	..	1	..
15	27-7-29	Shop clerks should write the leave and pass applications of illiterate staff ..	..	..	1
16	27-7-29	An employee returning from leave may have the option of occupying the same quarter which he was occupying before he went on leave .. .. .	..	..	1
17	27-7-29	A water booth may be built in shop No. 26 ..	..	..	1
18	27-7-29	Motor Drivers should be supplied with water bags .. .. .	..	..	1

## APPENDIX Z (B).—contd.

Serial No.	Date on which proposed.	Particulars of proposals.	How disposed of.		
			Approved.	Not approved.	Under consideration.
19	27-7-29	There should be a tiffin room for shop clerks	..	..	1
20	10-8-29	More quarters should be built for the employees .. .. .	..	..	1
21	10-8-29	There should be flush system in the latrines, present flushing arrangements apt to soil clothes .. .. .	..	..	1
22	10-8-29	The steam coach should start from Carriage and Wagon Shops, instead of Locomotive shops .. .. .	..	..	1
23	24-8-29	There should be verandas along with the vendors' shops .. .. .	..	..	1
24	24-8-29	Welders should be supplied with shelter ..	1	..	..
25	24-8-29	Shop No. 21 should be supplied with tool boxes and almirahs .. ..	1	..	..
26	24-8-29	Firemen should be supplied with uniforms	..	1	..
27	24-8-29	At 6.30 A.M. and 12 hours noon the cyclists should be allowed to pass through gate No. 2 .. .. .	1	..	..
28	24-8-29	The Time Office window which was closed should be re-opened .. ..	1	..	..
29	7-9-29	Workmen who come late should lose $\frac{1}{2}$ hour instead of one hour .. ..	1	..	..
30	7-9-29	Daily rated staff should be allowed to stand as sureties when a daily rated man applies for loan from the Co-operative Credit Society .. .. .	..	..	1
31	7-9-29	Mistries should be brought on to the monthly rated scale .. .. .	..	..	1
32	7-9-29	There should be separate tiffin room for Indian Mistries, Journeymen and junior chargemen .. .. .	1	..	..
33	7-9-29	The Electric Trolly Drivers should be supplied with water proofs .. ..	..	1	..
34	7-9-29	Railway Rule Books should be printed in vernacular .. .. .	1	..	..
35	7-9-29	A new latrine should be built for the supervising staff .. .. .	1	..	..
36	7-9-29	The scale pf pay of batterymen should be fixed as the old one .. ..	..	1	..
37	7-9-29	In clock punching at the gate, there should be no racial discrimination .. ..	1	..	..
Total ..			17	5	15

Total No. of proposals .. .. . 37 Percentage.

Total No. of proposals approved .. .. . 17 46%

Total No. of proposals disapproved .. .. . 5 13.5%

Total No. of proposals under consideration .. .. . 15 40.5%

*Note.*—All requests sent through the proper channel for consideration—where it is possible for the request to be granted the committee is informed immediately—similarly in the case of such requests or recommendations which are not approved—in the cases of requests or proposals which involve questions of policy or finance, the committee are informed that the case is receiving consideration.

## APPENDIX Z(B)—contd.

(b) The following statement gives the names and other particulars of the staff who constitute the Workshop Committee.

No.	Names.	Designation.	Present pay.	Grade.	Length of service.
			Rs. A. P.	Rs.	
	C. Eohlin ..	Foreman ..	650 0 0	575—25—650	26 years.
E-275	Barkat Ali ..	Journeyman ..	130 0 0	100—10—170	8½ "
..	Faqir Chand ..	Head Timekeeper ..	160 0 0	160—10—200	18 "
8411	Mohd. Hussain ..	Tinker ..	2 8 0	1/4/0—0/2/0—2/8/0	8 "
4683	Mohd. Ali ..	Brass Fitter ..	1 12 0	Do.	4 "
4956	Mohd. Hussain ..	Carpenter ..	2 8 0	Do.	10 "
6275	Mohd. Ishaq ..	Vac. Fitter ..	2 8 0	Do.	12 "
6834	Mohd. Sadaq ..	Turner ..	2 8 0	Do.	14 "
8409	Mohd. Din ..	Tinker ..	2 8 0	Do.	18 "
5411	Mohd. Sharif ..	Fitter ..	2 6 0	Do.	9 "
6369	Gulam Qadar ..	Asstt. Fitter ..	1 0 0	0/14/0—0/1/0—1/2/0	4 "
7009	Mohd. Sharif ..	Shop Boy ..	1 2 0	Do.	5 "
6846	Harj Ram ..	Driller ..	1 2 0	Do.	5 "
7830	Hussain Bux ..	Fireman ..	1 2 0	Do.	6 "
9528	Nethoo Ram ..	Cooly ..	0 12 0	0/10/0—0/1/0—0/12/0	5 "
9537	Surjan Ram ..	Cooly ..	0 12 0	Do.	4 "
1008	Ganga Singh ..	Carpenter ..	2 8 0	1/4/0—0/2/0—2/8/0	14 "
1222	Viryam Singh ..	" ..	2 8 0	Do.	4 "
2305	Jahangir Hussain ..	" ..	2 2 0	Do.	7 "
151	Ahmed Din ..	Fitter ..	2 8 0	Do.	12 "
3606	Ahmed Din ..	Painter ..	2 8 0	Do.	11 "
1678	Mohd Bux ..	Carpenter ..	2 8 0	Do.	12 "
9805	Abdul Sattar ..	Fitter ..	2 8 0	Do.	11 "
3078	Mohd. Shari ..	Rough Carpenter ..	1 2 0	0/14/0—0/1/0—1/2/0	5 "
9967	Said Akbar ..	Battery Cooly ..	0 15 0	Do.	4 "
9869	Ganga Din ..	T. T. Driver ..	1 4 0	1/4/0—0/2/0—1/8/0	4 "
3035	Ram Datt ..	Cooly ..	0 12 0	0/10/0—0/1/0—0/12/0	11 "
41	Mahbub Ali ..	" ..	0 12 0	Do.	5 "
4998	Mohd. Sadiq ..	Motor Fitter ..	1 6 0	1/4/0—0/2/0—2/8/0	1 year.
	One man resigned.				

## APPENDIX Z(B).—contd.

(c) The following statement shows the nature of enquiries made by employees at the Bureau in the Carriage and Wagon Shops, Moghalpura.

Serial No.	Date.	T. No.	Shop No.	Name.	Enquiry made.	Remarks.
1	15-7-29	E/170	17/B	Ghulam Kadar	Loan application to the Co-operative Credit Society reached this office on 10th July 1929.	Forwarded to Chief Accounts Officer, Moghalpura on 11th July 1929. Man informed accordingly, case being followed up.
2	20-7-29	7899	22	Sadhu Singh	Accident on 9th May 1929 no payment ..	Bill passed to Chief Accounts Officer, Moghalpura. Asked to expedite payment.
3	7-8-29	Temp.	..	Chauk-Misri Khan Idar	Was discharged on 6th May 1929 after 19 days service. Wages not paid.	Settlement papers sent to Chief Accounts Officer, under this office endorsement No. 172-E.C./1, dated the 8th May 1929. Further enquiries being made.
4	9-8-29	7515	22	Ghulam Mohammed	Was transferred from Electric Shop to Boiler Smith Shop. Wanted to be transferred back to Electric Shop. Wanted to know the procedure.	Was advised to apply to Boiler Smith, Foreman. Consent of both Foremen was essential, for the exchange to be made.
5	9-8-29	7548	22	Noor Mohammed	Died in April 1929. His brother wanted to know when will the unpaid wages of the deceased be paid.	Letter written to Chief Accounts Officer, Moghalpura, for payment. <i>vide</i> this office No. 561-E.C./1, dated the 12th July 1929. Rs. 62-2-0 lying at the credit of the deceased. Asked to expedite payment. Case being followed up.

6	23-9-29	5008	17/B	Imam Din ..	..	He was hurt while on duty, was sent to Medical Officer, Moghalpura, who sent him back to work. The man said he was unfit for duty.	The man was told that the Medical Officer was the proper authority to decide whether he was fit or unfit for duty. The man was told to abide by the decision of medical authorities.
7	25-9-29	154	15	Qadar Bux	..	He was beaten by Gulab Khan of his shop and his verbal complaint was not heard by Foreman.	He was advised to submit a written application to his Foreman and if no satisfaction was obtained to see Welfare Clerk.
8	26-9-29	7830	22	Hussain Bux	..	Boiler Smith. Foreman was not liberal in issuing the gate passes.	The man was instructed to quote particular cases as it was difficult to deal with a general complaint like that.

## APPENDIX Z (B)—contd.

(ii) Reference questions K-486 and K-687.—In this question reference is made to the following statement showing the actual basis on which the scales of 1920 were revised and the percentage of increase granted to the staff since 1st August 1914—

Pay as on 1st August 1914.	Pay from 1st April 1920.	Pay as on 1st August 1914.	Pay from 1st April 1920.
Rs.	Rs.	Rs.	Rs.
10	17	140	190
15	26	145	195
20	33	150	200
25	38	155	205
30	45	160	215
35	53	165	220
40	60	170	225
45	68	175	230
50	75	180	240
55	80	185	245
60	90	190	250
65	95	195	255
70	100	200	265
75	110	210	275
80	115	220	290
85	120	230	300
90	125	240	315
95	130	250	325
100	140	260	340
105	145	270	350
110	150	280	365
115	155	290	375
120	165	300	385
125	170	310	400
130	175	320	415
135	180	330	425

## APPENDIX Z(B)—concl'd.

Pay as on 1st August 1914.	Pay from 1st April 1920.	Pay as on 1st August 1914.	Pay from 1st April 1920.
Rs.	Rs.	Rs.	Rs.
340	440	430	530
350	450	440	540
360	460	450	550
370	470	460	560
380	480	470	570
390	490	480	580
400	500	490	590
410	510	500	600
420	520	..	..

Men on Rs. 10 to 20 on 1st August 1914 would get	..	..	..
Men on Rs. 25 to 60	ditto	..	.. 50%
Men on Rs. 70 to 110	ditto	about	.. 40%
Men on Rs. 120 to 250	ditto	..	.. 33%
Men on Rs. 260 to 330	ditto	..	.. 28%

Men on above Rs. 330—Rs. 100 lump sum addition.

(iii) *Reference questions K-499 to K-501.*—The amount of money spent by the North Western Railway Administration during the last 5 years (1st April 1924 to 31st March 1929) on the construction of various types of quarters for Railway employees getting pay above and below Rs. 250 per mensem is as follows :—

Category of staff.	Amount.
	Rs.
Workshop staff getting pay above Rs. 250 per mensem	.. 3,93,537
Workshop staff getting pay below Rs. 250 per mensem	.. 36,334
Other staff getting pay above Rs. 250 per mensem	.. 65,518
Other staff getting pay below Rs. 250 per mensem	.. 41,00,088
Grand total	.. 45,95,477

(iv) *Reference question K-590.*—For reply to this question reference should be made to Appendix Z (A) (iii).

## APPENDIX Z (C).

## Information supplied by the Eastern Bengal Railway Administration.

(i) *Reference question K-3394.*—The following figures are supplied :—

(a) Number of promotions during 1929 to each of the following classes —

(i) Station Masters	..	..	..	30
(ii) Ticket Collectors	..	..	..	14
(iii) Engine Drivers	..	..	..	43
(iv) Stokers (Firemen)	..	..	..	115
(v) Guards	..	..	..	18 Permanent.
				33 Temporary (for certain periods).

(b) Maximum and minimum amount of increase received by any of the persons promoted to each of the classes mentioned in (a)—

(i) Maximum Rs. 5 and minimum Rs. 4.

(ii) Maximum Rs. 4 and minimum Rs. 2.

(iii) Maximum Rs. 40 and minimum Rs. 7.

(iv) Maximum Rs. 25 and minimum Rs. 1.

(v) Maximum Rs. 23 and minimum Rs. 3.

(ii) *Reference question K-3488.*—On the E. B. Railway during 1928-29 twenty-eight cases were attended by nurses (holding midwifery qualifications) and by Indian dais.

(iii) *Reference question K-3545.*—The E. B. Railway give the following note on the figure given in the Memorandum regarding workshop staff discharges.

The figures given include skilled, semi-skilled and unskilled labour : on this Railway the last mentioned class is extremely fluid and its members frequently leave the service without the formality of tendering a resignation and their names have in consequence to be struck off the rolls of active employees, such cases have been included amongst the discharges. Frequently too these men are re-appointed on return from their homes, and a man might have absconded and been re-appointed thrice within the space of 5 years and this has been counted as three discharges. It follows that the figures for workshop staff given in the Memorandum are in no way indicative of the extent to which discharge resorted to as a disciplinary measure. With regard to the comparison drawn between the figures on the E. B. Railway and on other Railways it is to be noted that in some cases railways have not given the figures for the full five years ; Lillooah figures for 5 years would be about 7,141 and the G. I. P. 6,365. It is not unlikely, too, that on other railways unskilled labour is more stable and that cases of men being struck off the rolls for unauthorized absence have not been included among the discharges.



## APPENDIX Z (D).

## Information supplied by the East Indian Railway Administration.

(i) Reference question K-3789.---(a) Summary of staff drawing pay under Rs. 20 and on scales terminating under Rs. 20 per mensem.

					Number.
Divisional Organisation	..	..	..	..	40,463
Electrical Department	..	..	..	..	560
Colliery Department	..	..	..	..	45
Medical Department	..	..	..	..	354
Watch and Ward Department	..	..	..	..	1,436
Printing Department	..	..	..	..	129
Stores Department	..	..	..	..	1,174
Lucknow Shops	..	..	..	..	719
Lucknow Carriage and Wagon Shops	..	..	..	..	198
Jamalpur Workshops	..	..	..	..	4,575
Lillooah Workshops	..	..	..	..	1,112
Tatanagar Workshops	..	..	..	..	50
Total					50,815
Total number of employees on 1st October 1928					1,47,932
Number of staff drawing under Rs. 20 per mensem					50,815
Percentage of staff drawing under Rs. 20 to total number					34.35 per cent.

(b) Summary of staff on 1st October 1928 drawing under Rs. 30 or on scales terminating under Rs. 30.

					1928
Office staff	..	..	..	..	1,737
Train staff	..	..	..	..	720
Loco. Running	..	..	..	..	2,810
Engineering	..	..	..	..	35,318
Engineering	..	..	..	..	11,222
Other staff	..	..	..	..	51,151
Total					1,02,958
Total number of employees on 1st October 1928					1,47,932
Percentage of men on Rs. 30 and under to total number of employees					69.58 per cent.

**APPENDIX Z(D)—contd.**  
 (ii) *Reference question K-3794.*—Statement giving all staff (excluding clerical staff) of all Mechanical Workshops on the East Indian Railway.

	Jamalpur.			Lillooah.			Lucknow Loco.			Lucknow C. and W.			Tatanagar.			Total.
	E.	A. I.	I.	E.	A. I.	I.	E.	A. I.	I.	E.	A. I.	I.	E.	A. I.	I.	
Officers ..	7	..	3	6	..	2	3	1	..	2	..	1	2	..	..	27
Upper Subordinates.	41	14	..	19	9	3	9	10	7	7	4	..	2	1	..	127
Lower Subordinates.	59	103	259	12	32	62	10	31	42	4	26	44	1	1	11	697
Skilled Workmen	..	..	6,691	..	..	9,268	..	29	2,288	..	64	2,652	..	..	476	21,468
Unskilled Workmen.	..	..	3,225	..	..	1,240	..	..	766	..	2	1,430	..	..	264	6,927
Apprentices, 1st Grade.	32	22	62	14	7	31	1	8	2	1	1	..	..	..	..	181
Apprentices, 3rd Grade.	..	..	540	..	..	28	..	1	60	..	..	25	..	..	..	654
Total ..	139	139	10,780	51	48	10,634	23	80	3,165	14	97	4,152	5	2	752	30,081
	=11,068			=10,733			=3,268			=4,263			=759			

Upper Subordinates include — Inspectors, Foremen, Assistant Foremen, Specialista.  
 Lower Subordinates include — Steel Smelters, Mechanics, Chargemen, Chargehands, Gunners.  
 Skilled Workmen include — All classes skilled labour.  
 Unskilled Workmen include — All classes unskilled labour.

**APPENDIX—Z(D)contd.**

(iii) *Reference questions K-3814 to K-3820.*—The E. I. Railway Administration reports that the following have been forwarded to the Royal Commission :—

- (a) Copy of a report on the cost of the Housing scheme for the Lillooah Labour Staff, and
- (b) Copy of the revised terms of service intended to be applicable to the Lillooah Workmen.

## APPENDIX Z (D.)—contd.

## EAST INDIAN RAILWAY.

(iv) Reference questions K-3925 and K-3926.—Results of the working of Colliery Benefit Fund (Giridih) for the year ending 31st March 1927.

## RECEIPTS.

RECEIPTS.													
Months.	Unclaimed wages.	Subscriptions.	Fines.	Excess recoveries of loan.	Payments on account of loan.		Fees from visitors.	Pensions in lieu of gratuity on retirement.	Miscellaneous.	Interest on Government Promissory Notes.	Gain on re-valuation of Government securities.		Total.
					Principal.	Interest.					Rs.	As.	
	Rs. As.	Rs. As.	Rs. As.	Rs. As.	Rs. As.	Rs. As.	Rs. As.	Rs. As.	Rs. As.	Rs. As.	Rs. As.	Rs. As.	Rs. As.
April 1926	..	2,109 3	171 10	11 10	167 13	17 8	4 0	..	..	..	..	..	2,481 12
May 1926	..	2,575 10	227 5	0 15	172 6	10 9	15 0	1,970 8	5 0	702 11	..	..	6,183 2
June 1926	..	1,721 9	154 12	0 12	179 12	7 5	10 0	..	..	..	..	..	2,074 2
July 1926	..	1,817 15	151 13	2 0	141 8	3 9	8 0	265 8	..	329 3	..	..	2,719 8
August 1926	..	1,817 5	293 11	..	230 8	6 5	8 0	1,082 0	..	587 1	..	..	4,024 14
September 1926	..	2,183 3	246 0	1 0	280 9	7 7	5 0	662 8	..	269 5	..	..	3,655 0
October 1926	..	2,015 15	114 0	0 9	69 0	1 14	26 0	..	..	..	..	..	2,227 6
November 1926	..	2,321 12	233 10	2 3	215 4	8 6	32 0	1,367 12	..	417 13	..	..	4,598 12
December 1926	..	2,034 8	187 11	..	122 10	9 9	34 0	132 8	..	..	..	..	2,520 14
January 1927	..	2,522 10	151 15	1 3	116 15	14 12	34 0	..	..	..	..	..	2,841 7
February 1927	..	2,228 15	102 15	0 12	89 8	5 8	30 0	1,170 6	..	7 14	..	..	3,635 14
March 1927	..	2,070 2	144 4	0 3	75 8	3 7	6 0	1,242 4	..	269 5	1,013 2	..	4,824 3
Total	..	503 2	2,179 10	21 3	1,861 5	96 3	212 0	7,993 6	5 0	2,583 4	1,013 2	..	41,786 14
Monthly average	..	42 0	182 0	2 0	155 0	8 0	17 0	658 0	..	215 0	85 0	..	3,482 0



## APPENDIX Z(D)—contd.

## DISBURSEMENTS

Months.	Savings.				Debits.				Dividends.		Pensions.		Scholarship.		Loans.		Gratuity.		Allowance to the widows, orphans, etc.		Refund of excess of loan.		Refund of fine.		Premium, etc., on the purchased duration of the year.		Miscellaneous.		Total.		Balance in hand at the end of the month.		Balance of loan at the end of the month.	
	Men aged 1-2 each.		Women aged 1-2 each.		Children aged 1-6 each.		Adults aged 6-12 each.		Children aged 12-18 each.		Widows at Rs. 8 each.		Rs. As.		Rs. As.		Rs. As.		Rs. As.		Rs. As.		Rs. As.		Rs. As.		Rs. As.		Rs. As.		Rs. As.		Rs. As.	
	No.	Rs. As.	No.	Rs. As.	No.	Rs. As.	No.	Rs. As.	No.	Rs. As.	No.	Rs. As.	No.	Rs. As.	No.	Rs. As.	No.	Rs. As.	No.	Rs. As.	No.	Rs. As.	No.	Rs. As.	No.	Rs. As.	No.	Rs. As.	No.	Rs. As.	No.	Rs. As.	No.	Rs. As.
Balance brought forward from previous year.	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
April 1926..	407	457 14	186	148 8	1	0 6	15	75 0	5	10 0	89	400 8	658	0	105 0	20 13	270 0	7 8	838 2	0 13	..	..	..	..	..	..	..	..	..	..	..	..	..	..
May 1926..	252	283	76	57 12	3	1 2	14	70 0	4	8 0	109	460 8	524	0	185 0	..	150 0	6 0	674 14	10 2	..	..	..	..	..	..	..	..	..	..	..	..	..	..
June 1926..	254	285 12	92	69 0	2	0 12	15	75 0	6	12 0	94	423 0	558	0	130 0	14 4	240 0	6 0	657 8	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
July 1926..	269	302 10	97	72 12	..	..	26	130 0	6	12 0	116	522 0	602	8	110 0	..	405 0	..	832 4	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
August 1926..	223	250 14	74	55 8	3	1 2	12	60 0	7	14 0	72	324 0	541	8	70 0	36 4	220 0	..	691 6	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
September 1926..	387	322 14	78	58 8	..	..	23	115 0	8	16 0	80	400 8	609	4	..	11 12	90 0	..	801 2	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
October 1926..	241	271 2	61	38 4	..	..	13	65 0	1	2 0	74	333 0	574	8	..	..	90 0	..	722 4	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
November 1926..	226	254 4	79	50 4	1	0 6	12	60 0	9	18 0	47	211 8	629	4	..	..	30 0	..	741 10	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
December 1926..	214	240 12	70	52 2	4	1 8	22	110 0	6	12 0	94	423 0	640	8	..	..	225 0	..	917 10	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
January 1927..	185	208 2	20	21 12	..	..	13	65 0	3	6 0	53	238 8	528	12	..	..	205 0	..	741 10	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
February 1927..	213	239 10	31	29 4	..	..	10	50 0	..	..	54	243 0	592	8	..	..	540 0	..	737 10	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
March 1927..	332	373 8	80	60 0	2	0 12	26	130 0	6	12 0	103	310 8	605	4	39 0	10 0	540 0	..	932 8	..	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Total	3,203	3,400 14	943	710 10	16	6 0	201	1,005 0	61	122 0	993	4,329 0	7,174 0	680 0	132 13	2,615 0	19 8	9,381 2	10 15	264 7	..	..	..	..	..	..	..	..	..	..	..	..	..	..
Monthly average	267	281 0	78	60 0	1	..	16	84 0	5	10 0	89	360 0	598 0	57 0	11 0	210 0	1 0	782 0	..	22 0	..	..	..	..	..	..	..	..	..	..	..	..	..	..

Cash in hand at Basindall Pay clerk

Investment in Government Promissory Notes (Market value)

Total

Rs. As.

13,817 11

91,106 14

64,924 92

Rs. As.

3,055 0

730 10

23,878 2

4,215 0

11,716 0

44,003 12

Rs. As.

78.11 per cent.

108.6 per cent.

80.0 per cent.

102.8 per cent.

107.10 per cent.

103.6 per cent.

101.2 2

61,100 14

Gain

Rs. As.

222 0

28 0

431 14

5 0

123 12

292 8

1,012 2

Market value on 31st March 1927.

Rs. As.

3,777 0

768 10

24,310 0

4,320 0

11,838 12

6,302 8

61,100 14

Total assets at the end of the year

Rs. As.

11,048 9

960 0

2,486 0

Rs. As.

435 8

437 6

615 0

575 4

838 12

828 4

637 11

608 11

443 7

360 13

468 14

624 6

1,088 14

Total assets at the end of the year

Rs. As.

11,048 9

960 0

2,486 0

Rs. As.

435 8

437 6

615 0

575 4

838 12

828 4

637 11

608 11

443 7

360 13

468 14

624 6

1,088 14

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Rs. As.

11,048 9

960 0

2,486 0

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2,486 0

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624 6

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2,486 0

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637 11

608 11

443 7

360 13

468 14

624 6

1,088 14

Total assets at the end of the year

Rs. As.

11,048 9

960 0

2,486 0

Rs. As.

435 8

437 6

615 0

575 4

838 12

828 4

637 11

608 11

443 7

360 13

468 14

624 6

1,088 14

Total assets at the end of the year

Rs. As.

11,048 9

960 0

2,486 0

Rs. As.

435 8

437 6

615 0

575 4

838 12

828 4

637 11

608 11

443 7

360 13

468 14

624 6

1,088 14

Total assets at the end of the year



**APPENDIX Z(D)—contd.**

(v) *Reference questions K-3842 to K-3846 and K-3853.*—(a) The Minutes of the Divisional Welfare Committee Meetings held at Moradabad have been supplied by the E. I. Railway to the Royal Commission on Labour.

(b) Achievements of the Divisional Welfare Committee are as follow :—

Facilities for recreation of staff at Lhaksar—Tennis Courts.

Arrangements made for Newspapers and Periodicals to be sent from Moradabad Institute to Lhaksar.

Recommendation made for supply of overcoats to "A" class S. Ms. and A. S. Ms.

D. S. promised to build quarters for control clerks when funds permit.

Furniture provided in the clerks tiffin room in office.

Conditions at Aligarh Running room improved.

Arrangements made for an Indian School Master for staff of B. E. shed.

Preferential treatment to the sons of railway employees for employment.

Duty hours of line jemadars at M. B. re-arranged.

Payment of P. W. staff on the Roorkee beat for the month of June arranged.

Powers delegated to senior S. Ms. to grant leave to other than train passing staff.

All "A" class guards examined as to their fitness for promotion to "B" class and a number of them promoted.

It was complained that guards received their pay at a very late date of the month—Matter put right.

Rules regarding pay and allowances, leave, medical attendance, passes, etc., to guards notified as desired by the representative.

The request to publish the proceedings of the Welfare Committee meetings acceded to.

Provision of lights and fans in the quarters of senior subordinate Indian staff recommended to Agent.

Postal authorities written to for fixing up a pillar box at Hospital gate.

Fresh copies of rules governing payment and allowances to running staff obtained from Head Office and distributed to them.

Payment of State contributions to the Provident Fund Institute expedited.

Condition of certain running rooms particularly B. E. and L. R. J. looked into and matters put right.

Arrangements made to provide a separate metre for certain quarters at Bareilly which are divided up into running room, and part of which are allocated to certain staff.

Pay of Lady Ticket Collectors—Put right by the new scales.

The request to explain the reasons of Deductions made from the pay and allowances of staff noted.

Privilege Ticket Orders.—Request of the member regarding the senior subordinates having to have their Privilege Ticket Orders witnessed passed on to Agent (O. P.).

Lights and water required at certain places near the Office—S. S. W. is arranging.

Quarters for office clerks—Request noted for provision to be made in next budget.

Arrangements made to provide 2nd A. S. Ms. at Aithal, Pathri and Jawalpur.

The question of rates of handling bills gone into as desired by the representative and figures compared.

The complaint re. inadequate grant of school passes for children of employees gone into and issue of passes allowed.

The complaint regarding increase of work in goods sheds and booking offices due to the E. I. Railway system of work looked into.



**APPENDIX Z (D)—contd.**

- The request for publication of Dress Regulations acceded to.
- The complaint regarding guards Running Room at Saharanpur, attended to.
- The question regarding uncomfotability of certain rest vans supplied to the staff looked into and arrangements made to get some more vans from other divisions.
- Complaint *re.* non-receipt of pay and allowances by certain staff attended to and payment arranged.
- Arrangements made to provide a Hindu cook in the Driver's Running Room at B. E.
- The matter *re.* Rosa fireman being in receipts of lesser pay than the men of other sheds rectified.
- Arrangements made to supply warm uniform to relief train staff.
- Warm jerseys supplied to pointsmen on the division.
- Arrangements being made to provide extra men at level crossing gates to relieve pointsmen of these additional duties.
- Passes to P. W. staff for bringing provisions—Orders issued to grant passes.
- Keymen's pay—Matter under reference with Agent (E).
- The complaint regarding insufficient notice to staff to attend Chandausi School—Rectified.
- Agent written to in regard to an Indian Institute for Bareilly staff.
- Electric Radiators for general office—Arrangements made to provide stores.
- Arrangements being made to make the suggested alternations in the I. O. Ws. quarters.
- C. M. O. written to for medical facilities at Balamau.
- The question of providing school facilities at Balamau looked into.
- Arrangements made to place in circulating libraries the books and pamphlets containing rules *re.* leave, passes, etc.
- D. S. agreed to consider the voice of Station Masters in the matters *re.* transfers etc. of their staff provided the case is properly put up.
- The grade of R. S. F.'s head clerk at Moradabad raised to Rs. 70—5—100.
- "C" and "D" Class S. Ms. sanctioned European style of uniforms.
- It was agreed that no verification of character of menial staff of Engineering Department should be made until the man has been for two months in service.
- Case of B. Beni Pd. Sharma, A. S. M., Roorkee in connection with Relg. "F" class A. S. Ms. looked into.
- Ordered that the postponement of transfers of staff whose sons are going to appear in an examination at school will be considered provided a certificate is produced from the head master of the school.
- Request *re.* discontinuing issue of office orders for gazetted holidays acceded to and decided that all gazetted holidays notified in E. I. Railway Calendar for U. P. will be observed.
- Agreed that there should be no differentiation in the observance of gazetted holidays and that both sects. in office, Hindus and Mohammedans, alike should get all gazetted holidays.
- Agent agreed to grant travelling allowance to staff attending Welfare Committee meetings.
- Supply of stationery to office clerks—relief and red ink nibs provided.
- One extra pass issued to Rosa staff to get provision.
- A water tap provided in Inspector's rest room at Moradabad.
- Grant of H. D. Railway allowance to staff from Hardwar to Harrawala recommended to Agent (O. P.).

**APPENDIX Z (D)—contd.**

The complaint regarding high rates of charges for electric fittings and electric current passed on to Head Office. The scales are being revised.

The question re. grant of travelling allowance to staff attending Sahebgunge School recommended.

The question of providing senior Indian drivers to work on passengers links attended to.

Insanitary state of compound of the SPN European Guards Running Room, Staff quarters and Hd. Ticket Examiner's bungalow—Matters being put right.

Agreed that medical attendance passes may be issued by S. Ms. to the families of staff for medical relief.

A peon deputed to carry cycles of office clerks upstairs in Divisional Superintendent's Office.

A latrine built in the Guards' Running Room at Khan-Alampura (West) as requested.

Arranged that Cinema Car should stop at Lhaksar and give a show.

Narrow pit adjacent to the new quarters at Moradabad being converted into pucca drain and levelled.

The complaint regarding staff having to work for long hours on duty owing to paucity of reliefs attended to.

Complaint that leave is not granted in cases of emergency gone into.

Copies of seniority lists of office clerks placed in each section as requested.

Powers delegated to Assistant Superintendent Works to issue passes and P. T. Os. on privilege account to clerical staff under them.

The complaint regarding delays in E. C. C. S. Office, Lucknow, in dealing with correspondence and loan applications from members passed on to E. C. C. S. who have put matters right.

Civil authorities written to for providing a school in Railway Loco. quarters at Moradabad.

The question of providing electric light in the compound of Loco. quarters at Moradabad is being looked into.

The above list gives seventy-seven items which may be deemed to be achievements attained by the Divisional Welfare Committees. It may, however, be stated finally that many proposals and questions regarding housing and hours of work were not put on the Agenda as the Moradabad Housing Scheme and the Geneva and Washington conventions respectively, were in course of introduction.

(vi) *Reference question K-3862.*—The grants made during the year to institute, are as follow :—

Indian Institutes	..	..	..	..	50,050
European Institutes	..	..	..	..	52,588

(vii) *Reference questions K-3971 to K-3976.*—As a result of an examination into the question of control of Sanitary Inspectors the E. I. Railway Administration reports :—

“As the result of a preliminary investigation of this question it has become obvious that with the present organization of our Medical Department it would not be desirable (or indeed possible) for that Department to take over the administration of the Sanitary Staff. With this view, my Chief Medical Officer fully concurs.

I am, now, however, commencing an investigation as to the desirability of forming a “Health” Branch (or section) of the Medical Department such branch (or section) to form a portion of the Divisional staff and working under the order of the Divisional Superintendents, but on the general lines and in conformity with technical standards laid down from time to time by my Chief Medical Officer. If it is eventually decided to introduce such a scheme (which will, however, involve a large financial outlay) it appears possible that in that event the control of the sanitary staff might be transferred from the Engineering branch to this new branch.”

## APPENDIX Z (D)—contd.

(viii) *Reference questions K-3992 and K-4195.*—Two medical certificates were handed over to the Agent, E. I. Railway, for further examination. As a result of this investigation the Administration reports as follows:—

"This is the outcome of the discovery that a number of men in service had (according to their records) not been medically examined on appointment, or if examined, the result had not been recorded in their service sheets, which necessitated, for Audit purposes, their undergoing a further medical examination."

Orders were issued instructing Foreman and Inspectors to send up such men for examination accordingly.

It was pointed out to the staff that the examination was in their own interests as when the time came for the payment of their gratuity the Audit Department might possibly refuse to pass it in the absence of a medical certificate of fitness. The orders, however, caused great apprehension amongst the staff and the certificates were worded in the manner indicated on those under reference in order not to cause apprehension. The reference made by the Running Shed Foreman to 'his No. 21 of date' refers to the real purport of the examination. The interpretation put on these certificates by the Union is entirely contrary to the facts.

It may be mentioned that the orders have since been withdrawn and the assumption is being made that all staff not having an appointment Medical Certificate, were physically fit at the time of appointment."

(ix) *Reference questions K-4044 and K-4045.*—The E. I. Railway Administration reports that out of 257 officers of all departments on the regular cadre, 46 (or approximately 17½%) were promoted from subordinate grades. There are, however, at present in addition to these 257 officers, 60 subordinates officiating as officers.

(x) *Reference questions K-4147 to K-4151.*—The E. I. Railway Administration reports that there is one Indian F. class Assistant Station Master, one Indian Deputy Controller, and no Indian Mail Driver.

(xi) *Reference question K-4169.*—The E. I. Railway Administration issued rules supplementary to the rules issued by the Railway Board (*vide* Appendix B). The E. I. Railway Supplementary rules are as follow:—

*Rules regulating the discharge and dismissal of State Railway non-gazetted Government Servants.*

In reference to paragraph 42 of the Weekly Gazette, dated 15th January 1930, para. 50 of the Weekly Gazette, dated 11th January 1928, is reissued below with slight additions. The rules contained herein hold good and will be applied in conjunction with those issued in para. 42 of the Weekly Gazette, dated 15th January 1930.

## APPEALS FROM SUBORDINATE STAFF.

In supercession of para. 50 of the Weekly Gazette, dated 11th January 1928, the staff are hereby informed that appeals from subordinate railway employees will be entertained by the Agent when the appellant has been summarily dismissed and that an employee who is dismissed with forfeiture of Provident Fund Bonus shall have the right of appealing to the Railway Board. Appeals against discharge will, however, be finally dealt with as follow:—

- (i) By the Agent if the order of discharge was issued by a Principal Officer or by the Head of the appellant's Department.
- (ii) By the correctly related Principal Officer or Head of Department concerned if the order of discharge was issued by a Divisional Superintendent or by a Deputy Chief Mechanical Engineer or by a District Officer or by Works Managers, Alambagh and Charbagh, working directly under a Principal Officer or Head of a Department.
- (iii) By a Divisional Superintendent or by a Deputy Chief Mechanical Engineer if the order of discharge was issued by a senior Scale Officer attached to his Division or Workshops as the case may be.

Orders of discharge will only vest in Officers of District Rank and above.

2. The Agent will as heretofore receive appeals from *ex-employees* regarding non-payment of their Provident Fund bonus and gratuities which must be sent, however, through the proper channel; otherwise they will be returned to the appellant for submission through the proper channel, i.e., through the officer under whom he worked when his services with the railway terminated.

**APPENDIX Z (D).**

3. The staff are further informed that Divisional Superintendents, Deputy Chief Mechanical Engineers, Heads of Departments and Principal Officers are authorised to withhold petitions in the following cases :—

- (i) When a petition is an appeal against the discharge of a person appointed in India on probation if his discharge was made before the period of the termination of the probation.
- (ii) When a petition is an appeal against an order passed by a Divisional Superintendent or Deputy Chief Mechanical Engineer or Head of Department directing a transfer or refusing a transfer, appointing or promoting to a post which is ordinarily filled by selection, refusing to grant leave on account of the exigencies of the service, or refusing in a particular case to authorise the issue of a privilege pass or privilege ticket order.

4. Further, Officers dealing with appeals have been authorised to withhold them if they fall within any one of the following categories :—

- (a) If the petition be frivolous, illegible or unintelligible or if couched in language which is disrespectful or improper.
- (b) When the petition is one already disposed of by competent authority and when the fresh petition advances no new facts in support of the appeal.

5. If a petition be withheld by an officer competent to do so, the appellant will be informed by that officer of the fact, and of the reasons for withholding it.

6. The staff are further advised that appeals must invariably be sent through the proper channel.



### APPENDIX Z (E)—concl'd.

(vii) *Reference question K-2820.*—The G. I. P. Railway Administration have supplied the Royal Commission on labour with copies of the notification and notes embodying the "Manmad Agreement".

(viii) *Reference question K-2909.*—The number of employees on the G. I. P. Railway drawing Rs. 30 per mensem and under on 30th October 1929 was 75,686.

(ix) *Reference questions K-2920 and K-2921.*—The number of cases dealt with by the G. I. P. Railway "Staff Councils" in respect of staff drawing below Rs. 30 p. m. was twelve during the two years ending 30th September 1929.

(x) *Reference question K-2922.*—On the G. I. P. Railway the increases in wages to lower paid staff (Rs. 30 per mensem and under) during the last two years have been as follow :—

In January 1928 the rates for permanent way gangs on the Khandwa, Akola, Betul and Nagpur sections were revised to accord with the higher rates paid at Bhusawal and a minimum starting rate was also fixed. The number of staff affected was approximately 3,600 who received benefit to the extent of about Rs. 16,000 per annum.

In April 1929 the wages of Mates, Keymen and Gangmen on the Bombay Division between Bombay and Kalyan were revised to accord with revised rates introduced by the B. B. & C. I. Railway to their staff between Colaba and Virar. The number of staff affected was approximately 1,560 and the extra cost about Rs. 60,000 per annum.

(xi) *Reference questions K-2925 and K-2926.*—The B. B. and C. I. Railway statements referred to in the question are reproduced in Appendix "H". A similar statement has been submitted by the G. I. P. Railway Administration to the Royal Commission on Labour.

(xii) *Reference question K-2929.*—On the G. I. P. Railway passes are not granted to Missionaries, but under a long standing practice passes are granted to certain Chaplains who minister to the spiritual needs of the Christian staff to enable them to travel over the sections in their charge. There are at present 69 of such passes in use and in addition 48 single journey passes were issued during the year ending 30th November 1929 for journeys outside the Chaplains regular charge for purposes such as relief, leave, etc.

(xiii) *Reference question K-2939.*—The circular referred to in this question is reproduced as Appendix "B".

## APPENDIX Z (F).

**Information supplied by the Bengal Nagpur Railway Administration.**

(i) *Reference question K-4277.*—The statement below gives the number of employees drawing Rs. 30 per mensem and below :—

Department.	More than Rs. 20 and up to Rs. 30 per mensem.	Rs. 20 and below per mensem.	Total.
Engineering .. .. .	1,392	18,800	20,192
Loco., C. & W. and Electrical ..	4,930	12,279	17,209
Commercial and Transportation Main Line .. .. .	1,394	6,764	8,158
Mayurbhanj Railway .. .. .	9	35	44
Parlakimedi State Railway .. ..	5	31	36
Tumsar Tirodi Tramway .. .. .	..	14	14
Audit and Accounts .. .. .	73	153	226
Stores .. .. .	6	118	124
Medical .. .. .	1	234	235
Marine Ferry Staff .. .. .	273	144	417
Marine Workshop .. .. .	80	32	112
Watch and Ward .. .. .	2	483	485
Catering .. .. .	40	346	386
Station Committee Khargpur .. ..	11	578	589
Agency and Statistics .. .. .	5	48	53
Total .. .. .	8,221	40,059	48,280

(ii) *Reference questions K-4330 to K-4338.*—The B. N. Railway Administration reports that there is no record traceable in regard to Mr. Prag Dutt being a spy, either the allegation, or reply, or that an enquiry was held. The present Agent, Mr. Jarrad, was in close touch with the Agent at the time, and emphatically states that he would never permit such an arrangement. During the period of trouble there were at least three factions of the staff at Khargpur, and elsewhere, in disagreement, and it was not uncommon for members of a faction to gratuitously inform Railway Officers of the alleged shortcomings of another faction. I can only assume that Mr. Prag Dutt may have come under this category. Mr. Tyers, the Railway Officer, mentioned in the Press cutting shown to the witness, Mr. Jarrad, by Diwan Chaman Lal, is no longer in the service of the Railway, so a reference cannot be made to him.

(iii) *Reference questions K-4344 to K-4346 and K-4354.*—(a) The B. N. Railway Administration reports that it has not a copy of the report made by the District Magistrate in its possession. A full statement of the case, however, was made in the Legislative Assembly.

**APPENDIX Z (F)—contd.**

(b) The membership of the Unions is constantly changing, it is preferable to get the figures direct from the Unions concerned. In this connection see Appendix.....

(iv) *Reference questions K-4369 ; K-4370 ; K-4595 ; K-4596 and K-4604.*—The Bengal Nagpur Railway Administration is not in a position to supply the proceedings which are confidential and have nothing further to add as a result of these questions.

(v) *Reference questions K-4380 and K-4381.*—It is understood that the statement of Mr. Jarrad's views as Agent of the Bengal Nagpur Railway as to the desirability of the reduction of the weekly maximum hours in India under the Washington (Hours) Convention from 60 to 48, has been supplied to the Royal Commission on Labour.

(vi) *Reference question K-4395.*—The B. N. Railway Administration reports that the amount of direct loss to the Railway by way of wages paid during the period 12th September 1927 to 11th October 1927 was Rs. 3,44,589-13-0.

(vii) *Reference question K-4411.*—Statement of the number and amount of death gratuities paid to the superior and subordinate staff of the Bengal Nagpur Railway :—

	1928-29.		1927-28.	
	No.	Rs.	No.	Rs.
Superior .. .. .	2	22,350	1	1,562
Subordinate .. .. .	311	1,08,622	290	1,23,284
Total ..	313	1,30,972	291	1,24,846

(viii) *Reference question K-4417.*—The approximate figures of sickness at the unhealthy stations on the B. N. Railway for the year 1929 are as follows :—

Talband .. .. .	5
Kauchinada .. .. .	8
Saranda .. .. .	51
Posoita .. .. .	37
Birmitrapur .. .. .	89
Kuarmunda .. .. .	19
Dangoaposi .. .. .	2,260
Noamundi .. .. .	47
Barajamda .. .. .	63
Gua .. .. .	84
Belpahar .. .. .	49
Bandbahal .. .. .	68
Himgir .. .. .	32
Daghora .. .. .	52
Jamga .. .. .	46
Kotarlis .. .. .	20
Ghunghuri .. .. .	217
Bhonwar Tank .. .. .	98
Khongsara .. .. .	41
Belghana .. .. .	38



## APPENDIX Z (F —contd.).

Khodri .. .. .	80
Darekasa .. .. .	19
Paniyajobi .. .. .	31
Bartalao .. .. .	22
Salekasa .. .. .	19
Gangajhuri .. .. .	25
Kukraphapa .. .. .	7
Gorumahisani .. .. .	9
Badampahar .. .. .	3

(ix) *Reference questions K-4449 to K-4451.*—It is understood that the Bengal Nagpur Railway Administration has supplied a copy of the proposals regarding Hous and Rest days to the Royal Commission on Labour.

(x) *Reference question K-4481.*—The Bengal-Nagpur Railway Administration reports that, in the year 1929, (a) 453 women had been admitted into the Railway Hospitals as in-patients; and, (b) 149 maternity cases were attended to by the nurses of the Railway outside the Hospitals.

(xi) *Reference question K-4505.*—On the B. N. Railway there are 1912 purely Sanitary Staff, out of which number 1,721 belong to the various Station Committees of the B. N. Railway.

(xii) *Reference questions K-4554 and K-4557.*—

(a) If a Chageman or Assistant Foreman covenanted from England is drawing a higher salary he would be placed in cadred service above other trained men by virtue of his having a higher salary. It has never been represented to the B. N. Railway Administration that this procedure reacts unfairly on locally trained men, and the Administration is prepared to investigate any such representation the locally trained men wish to submit.

(b) The B. N. Railway Administration would like to have the grounds on which the suggestion of a system of commuting furlough is based before giving a definite reply.

(xiii) *Reference questions K-4580 to K-4584.*—The Bengal Nagpur Railway Employees' Urban Bank is a Society registered under the Co-operative Credit Societies Act X of 1904 and has its registered office in Calcutta. Permanent employees of the Railway of all grades drawing pay of not less than Rs. 15 per mensem are eligible for membership.

The aim of the Society is to create funds by issuing shares to members or otherwise to be lent to members on reasonable terms and at a reasonable rate of interest, for the purpose of preventing permanent indebtedness and to encourage thrift by affording to members facilities for investing savings for their income.

Established in the year 1909 with a moderate capital of Rs. 25,000, the following figures will show its present activities:—

1. Number of Members (on 31st March 1929) .. .. .	12,580
2. Amount of paid-up Capital (on 31st March 1929) .. .. .	Rs. 8,06,487 0 0
3. Number of Fixed Depositors (on 31st March 1929) .. .. .	480
4. Amount of Deposits (on 31st March 1929) .. .. .	Rs. 20,17,232 2 6
5. Number of Savings Bank Depositors (on 31st March 1929) .. .. .	523
6. Amount of Savings Bank Deposits (on 31st March 1929) .. .. .	Rs. 2,41,456 10 11
7. Number of loans granted during 1928-29 .. .. .	5,860
8. Number of loans outstanding on 31st March 1929 .. .. .	8,799
9. Amount of loans outstanding on 31st March 1929 .. .. .	Rs. 31,74,509 0 0
10. Amount of profit during 1928-29 .. .. .	Rs. 79,041 15 3
Less transferred to Reserve Fund .. .. .	Rs. 19,760 7 10
Net Profit .. .. .	Rs. 59,281 7 5
11. Rate of dividend for 1928-29 .. .. .	7½%
12. Reserve Fund on 31st March 1929 .. .. .	Rs. 1,58,001 0 11
13. Guarantee Fund on 31st March 1929 .. .. .	Rs. 84,882 0 0

**APPENDIX Z (F)—concl'd.**

A copy of the byelaws of the Society has been submitted separately.

(xiv) *Reference question K-4005.*—The Bengal Nagpur Railway Administration report that it has supplied to the Royal Commission on Labour a printed copy of the seventy-first (1928-29) report of the Directors of the Bengal Nagpur Railway, which includes the copy of the Balance Sheet required. The Railway Administration also states briefly that the net earnings were sufficient to meet the interest due on borrowed capital to provide the guaranteed interest for the year on the Company's share capital, and also to give the Government a return of 3·27 per cent. There were no surplus profits for division between Government and the Company.

The Railway Administration adds that the Bengal Nagpur Railway is essentially a pioneer Railway passing through long stretches of partially developed country. It also shares the burden of establishing the Iron and Steel Works in India (an industry of national importance) by moving the raw and other materials on behalf of this industry, at exceptionally low rates. In consequence, the earnings are small (in comparison with other Railways moving a better paying traffic) for work done.

## APPENDIX Z (G).

### Information supplied by the Bombay, Baroda and Central India Railway Administration.

(i) *Reference questions K-1633 ; K-1711 to K-1713 and K-1980 to K-1982.*—A note was supplied by the Bombay, Baroda and Central India Railway Administration to the Royal Commission on Labour and is reproduced as Appendix "H" to this memorandum.

(ii) *Reference questions K-1644 and K-1785.*—The Bombay, Baroda and Central India Railway Carriage and Wagon Staff Committee of Ajmer passed 39 resolutions from its inauguration up to the 11th November 1929. These resolutions were dealt with as follows :—

Approved	..	..	..	..	17	44%
Not approved	..	..	..	..	15	38%
Referred to Central Committee	..	..	..	..	2	5%
Incorrectly represented	..	..	..	..	1	3%
Under investigation	..	..	..	..	4	10%
Total					39	

(iii) *Reference questions K-1716, K-1717 and K-2404 to K-2408 and K-2517.*—

The Bombay, Baroda and Central India Railway Administration reports that as a result of persistent demands for higher pay from the Engineering Open Line Staff (Gang-men and allied workers) in the early part of the year 1929, the Agent ordered a close enquiry to be made into the cost of living on various districts of the line. The basis for this investigation took the form of the domestic family budgets as adopted by the Labour Officer of the Government of Bombay and the investigator selected to undertake the work was a man well known to the Company as possessing a wide knowledge of the needs and habits of the class of employees in question. The lines the investigator worked upon were rough, but practical, in that he enquired closely into the monthly expenditure and made detailed notes under the headings of Food Stuffs, Fuel, Clothing, Conventional Necessaries, Indebtedness Luxuries, and Amusements. From these he compiled average budgets on the basis of a family consisting of four persons, i.e., man, wife and two children.

It was recognised that in many cases the family's expenditure on food-stuffs and other necessities was limited by their earnings and/or the demands made upon them by money-lenders and that although they managed to exist it did not necessarily follow that the wage-earner was providing himself and his family with sufficient food and essentials to maintain health and efficiency. This fact was taken into consideration by the Company when fixing scales of pay.

The following statement represents the results of average budgets compiled over different areas on the Broad and Metre Gauge Systems on this Railway and should be compared with the relative scales of pay included in the statements submitted in connection with item (xiii) below. With regard to this statement it should be noted that :—

- No expenditure for house rent is included as free quarters are provided, or an allowance in lieu thereof.
- This class of worker is also entitled to 15 days leave of absence with full pay, free passes free medical treatment, clothing (blankets), Grain Compensation allowance of Re. 1 for those drawing Rs. 16 and under, and Rs. 2 for those drawing over Rs. 16 and Rs. 30 is admissible.
- The pay shown represents the amount earned by the individual railway worker and does not include any pay earned by the members of his family.
- No provision is made for interest on debts owing to the difficulty of arriving at a reliable figure. It is however an item of considerable importance as the great majority of this class of worker are deeply involved in debt. Similarly no provision has been made for expenses incurred on festivals, marriages, funerals. Such expenditure is usually grossly out of proportion to income and is mainly responsible for the indebtedness of the workers.

APPENDIX Z (G)—*contd.*

Statement showing the average monthly budget for Engineering Open Line Staff (Unskilled) calculated on the basis of a family of four persons.

Particulars.	Between Bombay and Borivli.	Between Borivli and Palghar.	Between Palghar and Viramgam including branches.	Between Baroda and Muttra including branches.	Between Ahmedabad and Delhi including branches.	Between Ajmer and Khandwa including branches.
	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.	Rs. a. p.
<i>Food.</i>						
Cereals ..	8 8 0	8 0 0	9 0 0	8 0 0	8 0 0	8 0 0
Pulses ..	1 0 0	1 0 0	0 10 0	0 8 0	0 10 0	0 8 0
Meat, fish, vegetables and condiments	3 0 0	2 0 0	1 8 0	1 0 0	1 0 0	1 4 0
Milk, tea, sugar	1 0 0	0 12 0	0 8 0	0 10 0	0 10 0	0 10 0
Clothing ..	2 8 0	2 0 0	1 8 0	1 4 0	1 8 0	1 4 0
Fuel and Light	2 0 0	1 8 0	0 12 0	0 6 0	0 10 0	0 6 0
<i>Miscellaneous.</i>						
Dhobi, barber, soap, etc. ..	1 0 0	0 12 0	0 6 0	0 6 0	0 6 0	0 6 0
Liquor, Tobacco	1 8 0	1 0 0	0 8 0	0 8 0	0 8 0	0 8 0
Amusements ..	2 0 0	2 0 0	0 8 0	0 8 0	0 8 0	0 8 0
Total per month	22 8 0	19 0 0	15 4 0	13 2 0	13 12 0	13 6 0
Scale of pay (varying between) ..	22-26	23-18/8	18/8-16	17/8-14	17/8-13/8	14-16
Average per month ..	24	20-12	17	14-8	16	15-5

**APPENDIX Z (G)—contd.**

(iv) *Reference questions K-1728 ; K-1756 to K-1760 and K-2363.*—The Royal Commission on Labour has been supplied by the Bombay, Baroda and Central India Railway Administration with printed statements embodying the information required. These statements give the rates of pay of different classes of workers during the years 1914 ; 1919 (1920) and 1929, together with the percentage of increases granted to them.

In the Locomotive workshops (Metre gauge) Ajmer, the numbers of employees are :—

(a) Drawing per day less than 11 annas	.. ..	1,157
(b) Drawing per day between 11 annas and 22 annas	.. ..	2,000
(c) Drawing pay per day between 22 annas and Rs. 2/10	.. ..	1,434
Total	.. ..	4,591

These men are generally granted yearly increments at the rate of 10% of their present wages and up to the maxima fixed for them, after completion of 12 months' continuous service from the date of appointment or the date of last increment.

No general revision of pay has however taken place after 1919 but where rates have been represented by the staff to be generally low, they have from time to time been revised according to the merits of each case. The rate of pay of coolies, for example, has been raised from a maxima of annas 9 to annas 14.

In the Carriage and Wagon Workshops (Metre-gauge) Ajmer, the numbers of employees are :—

(a) Drawing per day less than 11 annas	.. ..	751
(b) Drawing per day between 11 annas and 22 annas	.. ..	2,208
(c) Drawing per day between 22 annas and Rs. 2-10-0	.. ..	1,628
Total	.. ..	4,587

A general revision of rates occurred in April 1918, December 1920, May 1923 and April 1929. Details in this respect have been submitted direct by the Carriage and Wagon Superintendent, under his No 4207-G., dated 26th November 1929 to the Secretary, Royal Commission on Labour.

The number of employees in the Locomotive Workshops (Broad-gauge), Parel, Bombay, are :—

(a) Unskilled drawing per day between 15 annas and Rs. 1-12-0	.. ..	1,848
(b) Semiskilled drawing per day between Rs. 1-4-0 and Rs. 2-10-0	.. ..	800
(c) Skilled drawing per day between Rs. 1-12-0 and Rs. 3-9-0	.. ..	2,640
Total	.. ..	5,348

(v) *Reference question K-1767.*—The Bombay, Baroda and Central India Railway Administration reports that the daily paid staff are allowed 15 days' leave on full pay in a year and they can have their periods of absence whether due to sickness or otherwise converted into leave with pay. It is therefore not feasible to determine the average amount of sick leave a workman took per annum.

(vi) *Reference questions K-1768 to K-1770.*—The Royal Commission on Labour has been supplied, by the Bombay, Baroda and Central India Railway Administration, with graphs indicating the estimated outturn, the estimated value of outturn and the cost of wages from the year 1913-14 for the Loco (Metre gauge) Workshops and the Carriage and Wagon (Metregauge) Workshops at Ajmer.

**APPENDIX Z (G)—contd.**

The following two statements give figures indicating similar items for the Broad gauge Workshops at Parel :—

*(a) Engines repaired in Parel Shops.*

Year.	No. of engines repaired in Parel Shops.	Wages.	Stores.	Total.	Wages cost per unit.	Stores cost per unit.	Total cost per unit.
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1913-14 ..	115	5,02,568	3,18,907	8,21,475	4,370	2,773	7,143
1919-20 ..	147	11,40,863	9,84,462	21,25,325	7,761	6,697	14,458
1920-21 ..	101	15,31,819	8,99,361	24,31,180	15,166	8,905	24,071
1921-22 ..	103	14,12,415	11,37,302	25,49,807	13,713	11,042	24,755
1922-23 ..	104	14,52,582	15,00,755	29,53,337	13,967	14,430	28,397
1923-24 ..	107	13,76,765	10,04,541	23,81,306	12,867	9,388	22,255
1924-25 ..	115	14,61,375	10,06,371	24,67,746	12,708	8,751	21,459
1925-26 ..	132	17,10,317	8,72,453	25,82,770	12,957	6,600	19,556
1926-27 ..	160	16,38,988	6,23,108	22,62,096	10,244	3,894	14,138
1927-28 ..	143	15,76,513	4,92,953	20,69,466	11,025	3,447	14,472
1928-29 ..	162	14,63,074	3,86,397	18,49,471	9,031	2,385	11,416

*(b) Carriages in four-wheeled units repaired in Parel Shops.*

Year.	No. in 4-wheeled units repaired in Parel Shops.	Wages.	Stores.	Total.	Cost per unit.		Total cost per unit.
					Wages.	Stores.	
		Rs.	Rs.	Rs.	Rs.	Rs.	Rs.
1913-14 ..	882	2,68,839	1,91,942	4,60,781	301	215	516
1919-20 ..	832½	5,99,092	6,32,480	12,31,581	720	759	1,479
1920-21 ..	827	9,34,955	6,38,762	17,73,717	1,130	1,014	2,144
1921-22 ..	867	9,39,082	10,35,320	19,74,402	1,083	1,194	2,277
1922-23 ..	1,108	9,76,417	7,50,134	17,26,551	881	677	1,558
1923-24 ..	1,040	10,08,564	8,77,029	18,85,593	970	843	1,813
1924-25 ..	951	9,29,250	7,72,109	17,01,359	977	812	1,789
1925-26 ..	1,137	9,81,063	6,81,341	16,63,004	863	599	1,462
1926-27 ..	1,243	9,40,158	6,27,452	15,67,610	756	505	1,261
1927-28 ..	1,320	8,90,075	5,91,370	14,81,445	674	448	1,122
1928-29 ..	1,232	7,41,842	4,53,726	11,95,570	602	352	954

APPENDIX Z (G)—*contd.*

(vii) *Reference questions K-1788 to K-1791.*—The Bombay, Baroda and Central India Railway reports that at Ajmer the Commission mentioned one, Mohamed Sakhoor, who had stated that he had been indebted to a Bania to the extent of Rs. 150. Subsequently he had obtained a loan of Rs. 100 from the Co-operative Credit Society repayable in 24 monthly instalments and had further stated that he paid monthly Rs. 5 as interest.

The true facts of this case are, as under :—

This man took a loan of Rs. 110 on 19th April 1928 repayable in 24 monthly instalments. The interest on this sum for two years at Rs. 5 per cent. per annum amounts to Rs. 11. In accordance with practice this amount was added to his loan bringing the figure due to the Society up to Rs. 121 repayable as follows :—

1st Instalment of Rs. 6.

23 Subsequent instalments of Rs. 5.

The instalments of Rs. 6 and Rs. 5 represent Rs. 5-7-3/11 as principal *plus* Re. 0-8-8/11 as interest and Rs. 4-8-8/11 as principal and Re. 0-7-3/11 as interest, respectively.

(viii) *Reference questions K-1842 to K-1846.*—The Bombay, Baroda and Central India Railway Administration reports that only in the Locomotive Central Shops, Ajmer, mechanics are graded as A, B and C, and the number of Indians in each of the grades is as follows :—

Designation.	Grade.	Total No. of employees.	Number of Indians.
Boilermakers .. .. .	A	5	<i>Nil</i>
	B	488	488
Fitters .. .. .	A	19	<i>Nil</i>
	B	39	3
	C	1,117	1,117
Turners .. .. .	A	<i>Nil</i>	<i>Nil</i>
	B	2	<i>Nil</i>
	C	176	176

(ix) *Reference question K-1872.*—The information required has been supplied by the Railway Board in reply to questions K-1397; K-1398 and K-1434, and reference may be made to Appendix Z (A).

(x) *Reference questions K-1938 to K-1940.*—The Bombay, Baroda and Central India Railway Administration reports that as the enquiry obviously refers to running staff, it does not relate to the Locomotive (Broad-gauge) where there are no covenanted Foremen in the Operating Department.

The following list of sheds on the Metre-gauge system, Locomotive Department is given. This list contains sheds at stations where there are amenities like schools, churches,

APPENDIX Z (G)—*contd.*

Institutes and the Loco Foremen posted thereto whether covenanted or non-covenanted.—

Shed.	Amenities.			Loco. Foremen.		Remarks.
	Railway Schools.	Churches.	Railway Institutes.	Name.	Covenanted or non-covenanted.	
Bandikui ..	Yes ..	Yes ..	Yes ..	D. D. Flight ..	Covenanted.	
Fatehgarh ..	" ..	" ..	" ..	A. A. Anderson ..	"	
Kaaganj ..	No ..	No ..	" ..	W. Rawson ..	"	
Idgah Agra ..	" ..	" ..	" ..	E. B. Coates ..	Non-covenanted	Acting.
Aohnera ..	" ..	" ..	No ..	P. Harwood ..	"	
Jaipur ..	Yes ..	Yes ..	" ..	A. C. Cutts ..	Covenanted.	
Cawnpore ..	No ..	" ..	Yes* ..	E. G. Harwood ..	Non-covenanted	*E. I. Ry. Institute.
Abu Road ..	Yes ..	" ..	" ..	A. Allison ..	Covenanted.	
Mehsana ..	No ..	No ..	No ..	C. T. Frampton ..	Non-covenanted.	
Sabarmati ..	" ..	" ..	" ..	P. Penman ..	"	
Sojat Road ..	" ..	" ..	" ..	E. Meaney ..	"	
Mhow ..	Yes ..	Yes ..	Yes ..	A. R. Murrells ..	"	
Neemuch ..	" ..	" ..	" ..	R. Field ..	"	
Ajmer ..	" ..	" ..	" ..	J. Waddell ..	Covenanted.	
Rutlam ..	" ..	" ..	" ..	J. K. Mehra ..	Non-covenanted	Acting.
Phulera ..	" ..	" ..	" ..	E. H. Bennett ..	"	
Sirsu ..	No ..	" ..	" ..	J. A. Coates ..	"	Acting.
Kewari ..	Yes ..	" ..	" ..	W. P. Watson ..	Covenanted.	
Delhi Serai Rohilla ..	No ..	No ..	" ..	D. Smith ..	"	
Bhatinda ..	" ..	" ..	* ..	L. King (acting)	Non-covenanted	*N. W. Ry. Institute.

(vi) *Reference questions K-1948 and K-1949.*—The Bombay, Baroda and Central India Railway states that the classification by nationalities of 57 apprentices in the "A" grade in the Loco. (Metre-gauge) shops is as follows:—

Europeans ..	..	..	..	..	13
Anglo-Indians ..	..	..	..	..	21
Hindus ..	..	..	..	..	12
Mahomedans ..	..	..	..	..	9
Parsi ..	..	..	..	..	1
Goanese ..	..	..	..	..	1
<b>Total</b> ..					<b>57</b>



APPENDIX Z (G)—*contd.*

(vii) *Reference question K-2329.*—The statement referred to in this question is reproduced as Appendix "H".

(viii) *Reference question K-2509.*—

The B., B. and C. I. Railway Administration submits the following statement showing the scales of pay together with concessions granted in addition and their monetary equivalent as affecting the different grades in different areas :—

Division.	Designation.	Scale of pay.	Additional indirect benefits, and where possible, monetary equivalent, per month.			
			Leave on full pay or its monetary equivalent.	Clothing or its monetary equivalent.	Free quarters or House allowance in lieu thereof.	Miscellaneous.
Bombay	Mate	Rs. 23—37	Rs. A. P. 1 4 0	<i>Engineering Department.</i>  One blanket every year or Re. 0-6-0.	Free quarters are provided but when free quarters are not available House allowance of Rs. 4 p.m. in the Island of Bombay and Rs. 2 in Salsette. Beyond Salsette the amount of actual rent upto Company's standard is given as House allowance.	(1) Free passes on Home Line. (2) Free medical treatment. (3) Grain compensation allowance (when permissible) of Rs. 1 and Rs. 2 to those getting Rs. 16 and below and over Rs. 16 but upto Rs. 30 p.m. respectively.
	Keyman	20—27	1 0 0			
	Gangman	19—26	0 15 0			
	Night Line Guard.	19—26	0 15 0			
Bulsar	Mate	20/8—29	1 1 0			
	Keyman	18/8—19/8	0 13 0			
	Gangman	17/8—18/8	0 12 0			
	Night Line Guard.	18/8—19/8	0 13 0			
Baroda	Mate	19—27	0 15 0			
	Keyman	17—18/8	0 12 0			
	Gangman	16—17/8	0 11 0			
	Night Line Guard.	18—18/8	0 12 0			

## Ahmedabad

Mate	..	19-27	0 15 0	One blanket every
Keyman	..	17-18/8	0 12 0	three years or Re.
Gangman	..	16-17/8	0 11 0	0-2-0.
Night Line	..	17-18/8	0 12 0	
Guard.				

## Rutlam ..

Mate	..	17/12-28/8	0 15 0	
Keyman	..	15/12-18/0	0 11 0	
Gangman	..	14/12-17/0	0 11 0	
Night Line	..	15/12-18/0	0 11 0	
Guard.				

APPENDIX Z (G)—*contd.*

Additional indirect benefits and where possible, monetary equivalent per month.					
Division.	Designation.	Scale of pay.	Leave on full pay or its monetary equivalent.	Clothing or its monetary equivalent.	Free quarters or House allowance in lieu thereof.
			Rs. A. P.	<i>Engineering Department.</i>	Miscellaneous.
Kotah ..	Mate ..	Rs. 16/0—21/8	0 13 0	One blanket every two years or Re. 0.3-0.4. 2 Khaki Coats and Pants. 1 Red Safa. 1 Blanket every year or Re. 1-6-0. 2 Khaki Coats and Pants. 1 Red Safa yearly. 1 Blanket every three years, or Re. 1-2-0. 2 Khaki Coats and Pants yearly, 1 Safa yearly, 1 blanket every three years and one warm coat every two years or Re. 1-6-0.	(1) Free passes on Home Line. (2) Free medical treatment. (3) Grain compensation allowance (when permissible) of Re. 1 and Rs. 2 to those getting Rs. 16 and below and over Rs. 16 but upto Rs. 30 p.m. respectively.
	Keyman ..	14/8—15/8	0 10 0		
	Gangman ..	13/8—14/8	0 9 0		
Fatehgarh ..	Night Line Guard.	14/8—15/8	0 10 0	One blanket every two years or Re. 0.3-0.4. 2 Khaki Coats and Pants. 1 Red Safa. 1 Blanket every year or Re. 1-6-0. 2 Khaki Coats and Pants. 1 Red Safa yearly. 1 Blanket every three years, or Re. 1-2-0. 2 Khaki Coats and Pants yearly, 1 Safa yearly, 1 blanket every three years and one warm coat every two years or Re. 1-6-0.	Free quarters are provided but when free quarters are not available House allowance of Rs. 4 p. m. in the Island of Bombay and Rs. 2 in Salsette. Rent upto Company's standard is given as House allowance.
	Gangman ..	13	0 9 0		
	Trolleyman ..	24—27	1 1 0		
Bulsar ..	Do. ..	18/8—19/8	0 13 0	One blanket every two years or Re. 0.3-0.4. 2 Khaki Coats and Pants. 1 Red Safa. 1 Blanket every year or Re. 1-6-0. 2 Khaki Coats and Pants. 1 Red Safa yearly. 1 Blanket every three years, or Re. 1-2-0. 2 Khaki Coats and Pants yearly, 1 Safa yearly, 1 blanket every three years and one warm coat every two years or Re. 1-6-0.	Free quarters are provided but when free quarters are not available House allowance of Rs. 4 p. m. in the Island of Bombay and Rs. 2 in Salsette. Rent upto Company's standard is given as House allowance.
	Do. ..	17—18/8	0 12 0		
	Do. ..	16/12—18/4	0 12 0		
Kotah ..	Do. ..	14—15/8	0 10 0	One blanket every two years or Re. 0.3-0.4. 2 Khaki Coats and Pants. 1 Red Safa. 1 Blanket every year or Re. 1-6-0. 2 Khaki Coats and Pants. 1 Red Safa yearly. 1 Blanket every three years, or Re. 1-2-0. 2 Khaki Coats and Pants yearly, 1 Safa yearly, 1 blanket every three years and one warm coat every two years or Re. 1-6-0.	Free quarters are provided but when free quarters are not available House allowance of Rs. 4 p. m. in the Island of Bombay and Rs. 2 in Salsette. Rent upto Company's standard is given as House allowance.
	Do. ..	14—15/8	0 10 0		
	Do. ..	14—15/8	0 10 0		
Bombay ..	Bridge Guard	20—22	0 14 0	One blanket every two years, and one pugree yearly or Re. 0-6-0.	They are provided with huts.
	Do. ..	17/8—18/8	0 12 0		
	Do. ..	17—17/8	0 12 0		
Ahmedabad and Baroda.					

Rutlam	..	..	15/12—17	0 11 0	Do.	Do.
Kotah	..	..	13—14/8	0 9 0	Do.	
Bombay	..	..	15/8—19	0 12 0	Gatekeeper	
Bulsar	..	..	14—16	0 10 0	Do.	
Baroda	..	..	12—13/8	0 9 0	Do.	
Ahmedabad	..	..	12—17/8	0 10 0	Do.	Two blue kurtas and one pugree every year or Re. 0-5-0.
Rutlam	..	..	12—12/4	0 8 0	Do.	
Kotah	..	..	11—13/8	0 8 0	Do.	
Bulsar	..	..	12	0 8 0	Gatewoman	Do.
Bulsar	..	..	17/8—18/8	0 12 0	Bellowsman	Two sarves yearly or Re. 0-5-0.
Ahmedabad and Baroda.	..	..	17—17/8	0 12 0	Do.	
Rutlam	..	..	15/12—17/4	0 11 0	Do.	
Kotah	..	..	13—15	0 9 0	Do.	One blanket every three years or Re. 0-2-0.
						Not entitled to free quarters or House allowance.

## APPENDIX Z (G) — contd.

Division.	Designation.	Scale of pay.	Additional indirect benefits, and where possible, monetary equivalent per month.			
			Leave on full pay or its monetary equivalent.	Clothing, mone- tary, valent.	Free quarters or House allowance in lieu thereof.	Miscellaneous.
		Rs.	Rs. A. P.			
Bulsar	Helpers	17/8—19/8	0 12 0	Engineering Department —, oned Not admissible	Not entitled to free quarters, or House allowance.	(1) Free passes on Home Line. (2) Free medical treatment. (3) Grain compensation allowance (when permissible) of Rs. 1 and Rs. 2 to those getting Rs. 16 and below and over Rs. 16, but up to Rs. 30 p. m. respectively.
Baroda & Ahmedabad.	Do.	17—18/8	0 12 0			
Rutlam	Do.	15 12—17/4	0 11 0			
Kotah	Do.	13—15/8	0 10 0			
Bombay, Bulsar, Baroda, Ahmedabad and Rutlam.	Waterman	14	0 9 0	Do.	Not entitled to free quarters but House allowance of Rs. 4 p. m. is given in the Island of Bombay only on account of high rents.	
Kotah	Do.	13	0 9 0	Do.	Not entitled to free quarters or House allowance.	
Bombay	Bhusties	20	0 13 0	Do.	Not entitled to free quarters or House allowance.	
Baroda	Do.	23	0 15 0	Do.	Free quarters or House Allowance in lieu thereof of Rs. 4 in the Island of Bombay, Rs. 2 in Salsette Beyond that Re. 1.	
Rutlam	Do.	12	0 14 0	Do.		
Bombay	Sweepers	16—20	0 12 0	Do.		
Kotah	Do.	10/8	0 7 0	One blanket every two years or Re. 0.3.0.		
Bombay	Watchmen	18—20	0 13 0			
Bulsar	Do.	15/8—16/4	0 11 0			

Baroda ..	..	Watchmen ..	13—15/8	0 10 0	
Ahmedabad ..	..	Do. ..	14/8	0 10 0	
Rutlam ..	..	Do. ..	12/8—14/8	0 9 0	
Kotah ..	..	Do. ..	11/8—12/8	0 8 0	

NOTE.—(1) The scales of pay shown in these statements represent the lowest and the highest rates of pay prevailing on the respective District.

(2) The monetary equivalent of leave on full pay has been calculated on the mean on the scales of pay.

APPENDIX Z (G)—*contd.*

Division.	Designation.	Scale of pay.	Additional indirect benefits, and where possible, monetary equivalent per month.			
			Leave on full pay or its monetary equivalent.	Clothing or its monetary equivalent.	Free quarters or House allowance in lieu thereof.	Miscellaneous.
		Rs.	Rs. A. P.	<i>Traffic Department—</i> contd.		
Bulsar and Ahmedabad	Pointsmen ..	16—22	1 9 0			
		17—25	1 12 0			
Rutlam and Kotah ..	Do. ..	13—20	1 6 0			
Metre Gauge ..	Do. ..	15—18-B.	1 6 0			
		13—17-C.	1 4 0			
Bombay ..	Shunting ..	21—30	2 2 0			
	Porters ..	17—25	1 12 0			
Bulsar and Ahmedabad	Do. ..	17—25-B.	1 12 0	2 Blue Kurtas.		
		16—22-C.	1 8 0	1 Blue Pugree every year.		
Rutlam and Kotah	Do. ..	17—25	1 12 0		Free quarters or House allowance of P <sup>2</sup> 5. 4 per mensem in the Island of Bombay	(1) Free passes on Home Line.
Metre Gauge ..	Do. ..	18—25	1 13 0	1 Blanket overcoat		(2) Free medical

Bombay ..	Platform ..	21—25	1 15 0	every three years or Re. 0-8-0.	Rs. 2 in Salsette. Beyond that Rs. 2 per mensem at im- portant stations Rs. 1 at unimportant stations.	treatment.  (3) Grain compen- sation allowance of Rs. 1 and Rs. 2 to those getting Rs. 16 and below and over Rs. 16 but upto Rs. 30 per mensem, respec- tively when admissible.
	Porters ..	17—23	1 11 0			
		16—20	1 8 0			
Bulsar and Ahmedabad	Do.	16—22-A.	1 9 0			
Rutlam and Kotah ..	* Do.	12—20-A.	1 5 0			
Metre Gauge ..	Do.	15—20-A.	1 7 0			
Bombay ..	Mashals ..	21—30	2 2 0			
		21—27	2 0 0			
Bulsar and Ahmedabad Rutlam and Kotah.	Do.	17—25	1 12 0			
Metre Gauge ..	Do.	14—20	1 7 0	*2 Blue Kurtas, 1 Blue Pugree every year.		
Bombay* ..	Gate-men ..	16—22	1 9 0	1 Blanket over coat every two years or Re. 0-10-0.		
	(Inter and non-interlock- ed).	22—27	2 1 0	†2 Blue Kurtas, 1 Blue Pugree every year.		
Bulsar† ..	Do.	13—20	1 6 0			
Ahmedabad†	Do.	13—20-C.	1 6 0			
		16—22-B.	1 9 0	1 Blanket over- coat every three years or Re. 0-8-0.		
Rutlam and Kotah†	Do.	11—16	1 2 0			
Metre Gauge†	..	11—16	1 2 0			



APPENDIX Z (G)—*contd.*

Division.	Designation.	Scale of pay.	Additional indirect benefits and where possible, monetary equivalent, per month.			
			Leave on full pay or its monetary equivalent.	Clothing or the monetary equivalent.	Free quarters or House allowance in lieu thereof.	Miscellaneous.
		Rs.	Rs. A. P.	<i>Traffic Department—</i> <i>contd.</i>		
Bulsar and Ahmedabad	Sweeper Gate-men.	13—20	1 6 0			
Rutlam and Kotah ..	Sweeper Gate-men.	11—16	1 2 0			
Bombay ..	Sweeper Muc-cadam (A).	23—28	2 2 0			
Bulsar and Ahmedabad	Do. ..	16—17/8	1 6 0			
Bombay ..	Markers ..	21—30	2 2 0			
		21—27	2 0 0			
Bulsar, Ahmedabad, Rutlam and Kotah.	Do. ..	16—22	1 9 0			
Bombay ..	Luggage Porters (A).	21—30	2 2 0			
Bulsar and Ahmedabad	Do. ..	17—30	1 15 0	2 Blue kurtas.	Free quarters or	(1) Free passes on

Bombay ..	Parcel Porters (A).	25	2	1	0	1 Blue yearly or Re. 0-6-0.	House allowance of Rs. 4 in the Island of Bombay Rs. 2 in Salsette. Beyond that Rs. 2 at important stations Re. 1 at unimportant stations.	Home Line. (2) Free Medical treatment. (3) Grain compensation allowance of Re. 1 and Rs. 2 to those getting Rs. 16 and below and over Rs. 16 but upto Rs. 30 per mensem respectively when admissible.
Bulsar and Ahmedabad	Sealmen (A)	13—20	1	6	0			
Rutlam and Kotah ..	Do. ..	13—17/8	1	4	0			
Metre Gauge ..	Do. ..	11—16	1	2	0			
Bombay ..	Watermen (A)	17—20	1	8	0			
Bulsar ..	Do. ..	16	1	5	0			
Ahmedabad ..	Do. ..	11—15/8	1	2	0			
Rutlam ..	Do. ..	11—16	1	2	0			
Kotah ..	Do. ..	11—14	1	1	0			
Metre Gauge ..	Do. ..	9—16	1	1	0			
	Do. ..	12—16-B	1	3	0			
	Do. ..	11—15-C	1	1	0			
Bulsar ..	Bhisties (A)	13—19	1	5	0			
Ahmedabad ..	Do. ..	14—20	1	7	0			
Rutlam ..	Do. ..	9—15/8	1	0	0			
Kotah ..	Do. ..	10—16/8	1	2	0			
Metre Gauge ..	Do. ..	12—16-B	1	3	0			
	Do. ..	11—15-C	1	1	0			
Bombay ..	Sweepers (A)	16—25	1	11	0			

APPENDIX Z (G)—*contd.*

Division.	Designation.	Scale of pay.	Additional indirect benefits and where possible, monetary equivalent, per month.			
			Leave on full pay or its monetary equivalent.	Clothing or its monetary equivalent.	Free quarters or House allowance in lieu thereof.	Miscellaneous.
		Rs.	Rs. A. P.	<i>Traffic Department—</i> concd.		
Bulsar	Sweepers (A)	11—16/8	1 2 0	{ 2 Blue kurtas. 1 Blue Pugree yearly or Re. 0-6-0. *2 Khaki Drill Coats. 1 Velvet cap yearly. 1 Blue serge coat every two years. 1 Blanket overcoat every three years or Re. 0-15-0. †1 Velvet cap .. 1 Blue Kurta yearly. 1 Blanket overcoat every three years or Rs. 0-5-0.	Free quarters or House allowance of Re. 4 in the Island of Bombay Rs. 2 in Salsette. Beyond that Rs. 2 at important stations Re. 1 at unimportant stations.	(1) Free passes on Home Line. (2) Free Medical treatment. (3) Grain compensation allowance of Re. 1 and Rs. 2 to those getting Rs. 16 and below and over Rs. 16 but up to Rs. 30 per mensem respectively when admissible.
Ahmedabad	Do.	11—19	1 4 0			
Rutlam	Do.	9—17	1 1 0			
Kotah	Do.	9—15/8	1 0 0			
Metre Gauge	Do.	12—16-B 11—15-C.	1 3 0 1 1 0			
Bulsar and Ahmedabad	Levermen	17—25	1 12 0	{ 2 Blue kurtas. 1 Blue Pugree yearly or Re. 0-6-0. *2 Khaki Drill Coats. 1 Velvet cap yearly. 1 Blue serge coat every two years. 1 Blanket overcoat every three years or Re. 0-15-0. †1 Velvet cap .. 1 Blue Kurta yearly. 1 Blanket overcoat every three years or Rs. 0-5-0.	Free quarters or House allowance of Re. 4 in the Island of Bombay Rs. 2 in Salsette. Beyond that Rs. 2 at important stations Re. 1 at unimportant stations.	(1) Free passes on Home Line. (2) Free Medical treatment. (3) Grain compensation allowance of Re. 1 and Rs. 2 to those getting Rs. 16 and below and over Rs. 16 but up to Rs. 30 per mensem respectively when admissible.
Rutlam and Kotah	Do.	13—20	1 6 0			
Metre Gauge	Do.	17—25	1 12 0			

Bombay .. ..	Telegraph Peons (A).	17-23	1 11 0	2 Khaki coats.	Drill
Bulsar and Ahmedabad	Do. ..	14/8-22	1 8 0	1 Pugree and 2 Khaki trousers yearly.	
Ratlam and Kotah ..	Do. ..	10-20	1 4 0	1 Blanket over- coat every three years or Re. 0.15-0.	
Metre Gauge ..	Do. ..	11-16	1 2 0		
Bombay .. ..	Waiting Room Bearers.	25 (A)	2 1 0	2 White Coats.	Drill
Bulsar and Ahmedabad	Do. ..	17-25	1 12 0	†2 White Pyjamas.	Drill
Ratlam and Kotah ..	Do. ..	16-22	1 9 0	2 White yearly or Re. 0.14-0.	pugree
Bombay .. ..	Running Room Bearers.	25-30(A)	2 5 0		

\* Applies to Levermen after a year from the date of their passing Block Signalman's examination.

† Other Levermen.

‡ 1 Pugree.

2 Khaki Drill coats yearly.

1 Blanket overcoat every three years or Re. 0-12-0.

At Ajmer one pair short knickers and one pair of putties yearly.

APPENDIX Z (G)—*contd.*

Additional indirect benefits, and where possible, monetary equivalent.						
Division.	Designation.	Scale of pay.	Leave on full pay or its necessary equivalent.	Clothing or its monetary equivalent.	Free quarters or House allowance in lieu thereof.	Miscellaneous.
Bulsar and Ahmedabad	Running Room Beers.	Rs. 17—25	Rs. A. P. 1 12 0	2 White Drill Coats. 2 White Drill Pyjamas 2 White Fugrees yearly or Re. 0-14-0.		
Rutlam and Kotah ..	Do.	16—22	1 9 0	In addition to the above 1 Blue Serge Coat every three years or Rs. 1-1-0.		
Metre Gauge ..	Do.	13—18	1 5 0	2 Khaki Drill Tunics (Military Pattern). 1 Khaki Fugree. 2 Khaki Shorts. 1 Pair of cotton putties yearly. 1 Blanket overcoat every three years, or Re. 1-4-0.		
Bombay ..	Head Watchmen.	35—45	3 5 0			
Ahmedabad, Anand and Baroda (Stations)	Do.	30—40	2 15 0			
Bulsar, Ahmedabad, Rutlam (Divisions)	Do.	21—30	2 2 0			
Rutlam and Bharatpur (Stations).	Do.	25—35	2 8 0			
Kotah ..	Do.	17—25	1 12 0			(1) Free passes on Home Line. (2) Free medical treatment. (3) Grain compensation
Metre Gauge ..	Do.	21—30	2 2 0		Free quarters or House allowance of Rs. 4 in the Island of	

allowance of Re. 1 and Rs. 2 to those getting Rs. 16 and below and over Rs. 16 but upto Rs. 30 p.m. respectively when admissible.

Bombay Rs. 2 in Salsette. Beyond that Rs. 2 at important stations Re. 1 at unimportant stations.

Not entitled to free quarters but are given Rs. 4 p.m. in the Island of Bombay on account of high rent.

Bombay	..	Watchmen ..	{ 20—30 17—25	2 1 0 1 12 0		
Bulsar and Ahmedabad	Do.	Do.	{ 16—22-C 17—25-B	1 9 0 1 12 0		
Rutlam and Kotah	..	Do.	{ 16—22 13—20	1 9 0 1 6 0		
Metre Gauge	..	Do.	{ 16—20 13—18	1 8 0 1 5 0		
Bombay	..	Cooks	28-A.	2 5 0		
Ahmedabad and Bulsar	..	Do.	21—30	2 2 0		
Kotah, Rutlam	..	Do.	17—25	1 12 0	....	
Metre Gauge	..	Do.	16—22	1 9 0		
Bombay ..	..	Hamals (A)	25—34/8	2 8 0		
Bulsar to Ahmedabad	..	Do.	15—18	1 6 0		
Rutlam to Kotah	..	Do.	13—20	1 6 0		
Metre Gauge	..	Do.	18—25	1 13 0		
Bombay ..	..	Luggage Hamal Muc- cadams.	30-A.	2 8 0	2 Blue kurtas. 1 Blue Puggree. or Re. 0-6-0.	

(A) Indicates that scales are not incremental but represent the range of pay, i.e., pay varying from the lowest to the highest.

(B) Scales of pay applicable to large stations.

(C) Scales of pay applicable to small stations.

NOTE.—The monetary equivalent of leave on full pay has been calculated on the mean on the scales of pay.

**APPENDIX Z (G)—concl'd.**

(xiv) *Reference question K-2520.*—For total figures reference may be made to Appendix L of this memorandum.

The B., B. and C. I. Railway Administration states that the Unions recognised by that Railway are:—

(a) The B. B. and C. I. Railway Employees Association, Ahmedabad.

(b) The B. B. and C. I. Railway Employees' Union, Bombay.

A third Union styled "The B., B. and C. I. Railway Workers Federation, Ajmere, was registered in June last year. The Executive approached the Railway for recognition but failed to furnish the essential information asked for as to its constitution and membership strength, contenting themselves with the reply that the required information would follow. No further communication has been received from them. So far as is known, no other Unions exist on this Railway.

With reference to (a), the number of paying members on the roll, as at 3rd of August 1929, was 4,376 of these:—

1,957 are from Traffic.

1,255 Loco. and Carriage.

1,124 Engineering.

34 Electrical, and

6 Medical Departments.

The grades to which they belong have not been given.

With reference to (b), the number of paying members on the roll, as at 31st March 1929, was 6,347 and at 25th October 1929, 6,969. The following statement shows the departments from which they come as at 31st March 1929. —

Department.	Members.	Department.	Members.
Carriage Shop " A "	304	Copper and Tin .. ..	58
Carriage Shop " B "	402	Wagon Repair .. ..	224
Saw Shop .. ..	136	Erecting Shop A and B ..	223
Paint Shop .. ..	396	Machine Fitting and Tool room.	339
Rivetting Machine Shop ..	97	Electrical shops, Colaba, Parel, Belasis Rd.	99
Boiler Shop " A " .. ..	224	Curr. and Gas Dept. Colaba	90
Boiler Shop " B " .. ..	148	Mahalakshmi Stores .. ..	122
Loco. Forwarding Dept. ..	76	Carnac Bunder General Staff	135
Loco. Watch .. ..	25	Bandra Running Shed ..	33
Foundry .. ..	137	Gangmen .. ..	1,737
Smith " A " and " B " Shops	352	Traffic staff .. ..	244
Mill-wright Shop .. ..	118		
Traffic Menials .. ..	603		
Halalkhores .. ..	31		
		Total .. ..	6,347

(xv) *Reference questions K-2559 and K-2560.*—A copy of the printed instructions issued by the Bombay, Baroda and Central India Railway Administration to officers for the conduct of medical examinations was supplied to the Royal Commission on Labour.

## APPENDIX Z (H).

## Information supplied by the Madras and Southern Mahratta Railway Administration.

(i) *Reference question K-4947.*—The three groups of figures of staff drawing less than Rs. 250 p.m. needing explanation refer to the numerical strength of staff (not cost), and they are :—

	No.
(A) Railway Board's .. .. .	55,381
(B) M. & S. M. Railway's memorandum .. .. .	47,989
(C) M. & S. M. Railway's memorandum .. .. .	39,514

Group A is the figure adopted by the Railway Board under Appendix A of the Memorandum; and it is the aggregate of *all* staff in the Railway including supervisory and clerical, drawing salaries of less than Rs. 250 per mensem at the end of the last financial year 1928-29, whereas the second group (B) *vide* Chapter I, item (2) represents the number of only such of the employees as fall under the categories to whom the scope of the enquiry by the Royal Commission is restricted, i.e., the workshop employees including Printing Press and the maintenance and Operating staff. The last Group (C) [also in Chapter I, item (2)] is still further limited, in that it relates only to the specific class dealt with in the particular question of the Memorandum. This does not comprise the number of subordinates station and Traffic Train Staff nor of the Loco. Running Staff, etc. It may be added that the figures given for the M. and S. M. Railway in Chapter I, item (2), are all approximates and were gathered at different dates as required.

(ii) *Reference questions K-4980 : K-4981 and K-4998.*—The M. and S. M. Railway have provided the Royal Commission on Labour with a copy of the rules regulating the discharge and dismissal of subordinate staff. The rules have been framed on the basis of the rules issued by the Railway Board to State Railways (Appendix B)

The M. and S. M. Railway Circular embodying the rules for the submission of appeals reproduced as Appendix T.

The form employed on this Railway on which the explanations of the staff are obtained is "Form T. 20", and is as follows :—

## The M. &amp; S. M Railway Co., Ltd.

(Incorporated in England.)

## MEMO.

From ..... To .....  
 ..... Grade .....  
 Dated.....192 .. Station.....

Please give me your explanation in the column opposite at once of the following irregularity.

Explanation

(Signed) .....

Designation.....

Complaint.



APPENDIX Z (H)—*contd.*

(iii) *Reference question K-4994.*—The appeals made to the Agent of the M. and S. M. Railway in the year 1929, by departments are :—

Transportation	..	..	..	..	..	..	34
Mechanical	..	..	..	..	..	..	27
Engineering	..	..	..	..	..	..	12
Audit	..	..	..	..	..	..	2
Medical	..	..	..	..	..	..	1
Electrical	..	..	..	..	..	..	1
Total							77

(iv) *Reference question K-5029.*—M. and S. M. Railway Administration reports that leave is not included in the percentages of absenteeism given in item (8) (iii) for that railway.

(v) *Reference question K-5038.*—The M. and S. M. Railway supply the following figures which incorporate the additional information required; and request that the new figures may be taken in substitution of those already given in item 16 (i) :—

Capital expenditure incurred :—

(a) Expenditure incurred since the construction of the Railway :—

						Lakhs. Rs.
Workshop including Printing Press, etc.	{Chargemen and grades above					2.22
	Grades below					.. 1.52
Others including Running staff, etc.	..	..	..	..	..	115.72
Total						.. 119.46

(b) Expenditure incurred during the last four years ended with 1928-29—

						Lakhs. Rs.
Workshop including Printing Press, etc.	{Chargemen and grades above					0.94
	Grades below					.. 0.98
Others	..	..	..	..	..	.. 30.55
Total						.. 32.47

(c) Expenditure contemplated during the next two years :—

						1929-30 Lakhs. Rs.	1930-31 Lakhs. Rs.
Workshop Staff	{Chargemen and Grades above					.. 0.20	..
	Grades below					.. 0.35	0.16
Others	..	..	..	..	..	6.78	3.74
Total						.. 7.33	3.90

(vi) *Reference question K-5039.*—The M. and S. M. Railway Administration reports that it has supplied the Royal Commission on Labour with a printed copy of the rules regulating Medical Examinations of Recruits and Employees. These rules specify the standards required.

APPENDIX Z (H)—*contd.*

(vii) *Reference question K-5041.*—The M. and S. M. Railway Administration gives the following figures for 1928-29 which include the number of servants benefitting and the total amount granted in regard to Provident Fund and Gratuities or Bonuses :—

	No. of Servants.	Total amount granted. Lakhs. Rs.
Provident Fund (Deposit, Bonus and interest) .. .. .	828	12.54
Gratuities .. .. .	1,056	4.65

(viii) *Reference question K-5042.*—The M. and S. M. Railway Administration states that there is only one Co-operative Society on the railway, i.e., The M. and S. M. Railway Co-operative Society. This Society has nine branches spread over different parts of the line. The 51st Report of the Society for the year 1928-29 has been supplied to the Royal Commission on Labour by the Administration.

The 23rd Report of the M. and S. M. Railway Employees' Urban Bank for the year ended 30th June 1929 has also been supplied.

(ix) *Reference question K-5045.*—The M. and S. M. Railway Administration reports that the number of cases and the amounts paid as compensation under the respective heads are as under :—

	No.	Amount Rs.
Workshops .. .. .	{ Deaths .. 3 { Permanent Disablement .. 42 { Temporary Disablement .. 116	4,000 12,000 1,000
	161	17,000
Others .. .. .	{ Deaths .. 32 { Permanent Disablement .. 41 { Temporary Disablement .. 97	25,000 12,000 2,000
	170	39,000

In explanation of the statement made by the M. and S. M. Railway [vide item 51 (ii)] the administration reports that the expenditure of Rs. 24,000 refers to awards not governed by the Workmen's Compensation Act. and it includes payments made in excess of the amount due under the Act. The cases dealt with relate to payment of wages for the waiting period of the first ten days for which compensation is not admissible under the Workmen's Compensation Act. In certain cases of absences exceeding ten days the amount due under the provisions of the Workmen's Compensation Act would be very little, but in such cases the Company have been paying sums equivalent to their wages for ten days including that due under the Act. The number of employees who were so benefitted under the rules of the Railway amounted to 3,363 of which the Workshops shared 2,548 and the others 815.

(x) *Reference questions K-5060 to K-5063.*—The M. and S. M. Railway Administration reports that grain compensation allowance is granted to all whole time low paid employees of the Company at the following rates, and subject to the following conditions :—

- (a) When the price of common staple food grain of the District through which the Railway runs, is dearer than Re. 1 for 12 seers but is not dearer than Re. 1 for 10 seers, all whole time servants of the Company whose pay does not exceed Rs. 16 per mensem may receive an allowance of Re. 1 per mensem and employees whose pay is less than Rs. 5 per mensem may receive an allowance not exceeding 50 per cent. of pay subject to the maximum aggregate pay and allowance of Rs. 6 per mensem.
- (b) When such grain is dearer than Re. 1 for 10 seers the allowance may be raised to Rs. 1-8-0 and in the case of employees on less than Rs. 5 per mensem an allowance not exceeding 50 per cent. of pay may be given provided the aggregate pay and allowance does not exceed Rs. 6-8-0 per mensem.

**APPENDIX Z (H)—contd.**

- (e) All whole time servants of the Company drawing a salary of Rs. 16 but not exceeding Rs. 30 per mensem may receive an allowance of Rs. 2 provided the price of common staple food grain is dearer than Re. 1 for 12 seers but is not dearer than Re. 1 for 10 seers. When such grain is dearer than Re. 1 for 10 seers the allowance may be raised to Rs. 3 per mensem.

The current prices of staple food grains are ascertained from the Government publications; and the admissibility of the allowance is notified monthly by the issue of Circulars.

(xi) *Reference question K-5093.*—The rules governing the constitution of the Staff Committees issued by the M. and S. M. Railway Administration are reproduced below—

**(a) RULES FOR THE CENTRAL STAFF COMMITTEE.****NAME.**

The Committee will be named "The Central Transportation Staff Committee".

**AIMS AND OBJECTS.**

1. To increase the good relations between Officers and Staff.
2. To enable the Staff to represent grievances which they consider should be redressed.
3. To see that the staff generally are contented.
4. To preserve the efficiency of the service.
5. To encourage the Staff to take a greater interest in the Company's undertaking as a whole.

**CONSTITUTION.**

1. The Central Staff Committee will consist of one elected Member from each District Staff Committee and one Member from the Staff at Salt Cotaurs.

2. The President will be the Chief Transportation Superintendent and Traffic Manager, the Secretary will be a Member of the Committee elected by Votes from among the Members themselves.

3. If, through resignation or any other cause, a Member relinquishes his post, his vacancy must be filled by one of the Members of the District Committee of which the resigning employee was a Member.

**DUTIES.**

1. To study carefully cases referred to them by District Committees.
2. To suggest possible remedies for redressing established grievances.
3. To hold meetings when ten or more items on the Agenda are collected for discussion.
4. To meet once a year to review the work of all district Staff Committees during the past year.
5. To prepare for the President's approval and publication a yearly report of what has been achieved respectively through the District and Central Staff Committees.

**(b) RULES FOR DISTRICT STAFF COMMITTEES.****NAME.**

The Committee will be named "The District Transportation Staff Committee".

**AIMS AND OBJECTS.**

1. To increase the good relations between the Officers and the Staff.
2. To enable the Staff to represent grievances which they consider should be redressed.
3. To create a spirit of comradeship and goodwill amongst Railway employees.
4. To preserve the efficiency of the service.
5. To encourage the Staff to take a greater interest in the Company's undertaking as a whole.

**APPENDIX Z (H)—contd.****CONSTITUTION.**

1. Each District Committee will consist of the following elected members who will elect a Secretary from among themselves :—

One Driver.	One Station Master.
One Fireman or Augwala.	One Assistant Station Master.
One Shed Fitter or Boilermaker.	One Guard.
One Train Examiner or Assistant Train Examiner.	One Trains, Coaching or Goods Clerk.
One representative of the Running Department Menial Staff.	One Signaller.
	One representative of District Office Clerical Staff.
	One Ticket Collector.
	One representative of the Menial Traffic Staff.

*N. B.*—Representatives of other grades may be added as may be considered necessary.

2. The election of Members will be by Ballot.

3. Members of the Staff who have put in at least ten years' service will be eligible for election to the District Staff Committee.

4. Members of the Transportation Department who have put in two years' service will be eligible to vote.

5. Elected Members will hold office for two years.

6. In the event of a Member resigning from the service or being transferred, the vacancy will be filled by re-election.

**DUTIES.**

1. To investigate the general condition and grievances of the Staff on their District :—  
(a) By being in close touch with the Staff through the members locally selected.

(b) By bringing forward such grievances of the Staff individually as, after investigation, the Committee consider are fair and reasonable and should be redressed. Where the matter under consideration is of general as well as local interest, it shall be referred to the Central Staff Committee.

2. To meet every other month on a date to be agreed upon by the Senior District Transportation Superintendent.

3. To advise the District Transportation Superintendents in the general working and administration of the District.

4. To elect a member from among their number to serve on the Central Staff Committee.

5. The Proceedings of the District Committee, together with the orders of the District Transportation Superintendents, shall be circulated on the District.

**MEETINGS.**

Two meetings will ordinarily be held, a preliminary one at which the Committee will discuss cases AMONG THEMSELVES and formulate clear proposals, and a further one at which the proposals of the Committee are put before and discussed with the District Transportation Superintendents. After the first meeting and not less than ten days before the second meeting is to be held, the Committee will forward to the Senior District Transportation Superintendent, a list of cases which they wish to discuss.

In case the District Transportation Superintendent does not agree after discussion with the Committee, with their opinions, he shall forward the case to the Chief Transportation Superintendent and Traffic Manager.

(xii) *Reference question K-5094.*—The M. and S. M. Railway Administration reports that there is a sanitary committee at the Head Office which consists of the Chief Medical Officer as Chairman, the Senior Deputy Chief Engineer, the Personal Assistant to the Deputy Chief Engineer, and the District Medical Officer, Madras, as Members.

This Committee discusses such questions as Standardising of Latrines, Schemes for the purification of water at various stations, etc.

There are Sanitary Committees at 9 Stations :—

Perambur, Arkonam, Jalarpet, Bangalore City, Guntakal, Hubli, Bitragunta, Bezwada, and Rajamundry.

**APPENDIX Z (H)—contd.**

The exact constitution of each of these Sanitary Committees varies according to the staff available at each station. The following are examples:—

*Perambur—*

A Senior Officer of the Loco. Department .. *Chairman.*  
The District Medical Officer .. .. *Secretary.*

**MEMBERS :**

The Executive Engineer .. ..	} Nominated by the Chairman.
1 Loco. Shop Foreman .. ..	
1 Shop Chargeman .. ..	
1 Representative of Indian Residents .. ..	
Permanent Way Inspector .. ..	
Sanitary Inspector .. ..	

*Bezwada—*

The District Engineer .. ..	<i>Chairman.</i>	
The District Medical Officer .. ..	<i>Secretary.</i>	
Permanent Way Inspector .. ..	} Nominated by Chairman.	
Sanitary Inspector .. ..		
2 Representatives of the Transportation Department .. ..		
1 Representative of the Indian Residents .. ..		

*Jularpet—*

The Assistant Engineer .. ..	<i>Chairman.</i>	
The Assistant Surgeon .. ..	<i>Secretary.</i>	
Permanent Way Inspector .. ..	} Nominated by Chairman.	
Sanitary Inspector .. ..		
2 Representatives of Traffic Department .. ..		
1 Representative of Indian Residents .. ..		

(xiii) *Reference questions K-5098 and K-5099.*—The following statement gives the numbers of European, Anglo-Indian and Indian Apprentices employed on the M. and S. M. Railway:—

Class.	Employed at	Europeans.	Anglo-Indians	Indians.
Special Class ..	{ Perambur .. ..	1	1	2
	{ Hubli .. ..	5	2	....
" A " Class ..	{ Perambur .. ..	3	10	34
	{ Hubli .. ..	2	3	11
	{ Bangalore .. ..	1	....	1
" B " Class ..	{ Perambur .. ..	....	20	70
	{ Hubli .. ..	1	8	32
	{ Bangalore .. ..	....	6	....
" C " Class ..	{ Perambur .. ..	....	3	196
	{ Hubli .. ..	....	....	304
	{ Bangalore .. ..	....	1	5
Total ..		13	54	655

## APPENDIX Z (H)—contd.

(xiv) *Reference questions K-5101 and K-5124.*—The M. and S. M. Railway Administration supplied to the Royal Commission on Labour type plans of quarters which give all the information required.

(xv) *Reference question K-5133.*—The M. and S. M. Railway Administration reports that the following number of beds are available in the railway hospitals :—

Name of Hospital.	Total No. of Beds.	No. of Beds for Europeans and Anglo-Indians.	No. of Beds for Indians.
Perambur .. .. .	55	10	45
Hubli .. .. .	30	4	26
Guntakal .. .. .	16	4	12
Berwada .. .. .	10	....	10
Vasco .. .. .	6	....	6

(xvi) *Reference question K-5143.*—The M. and S. M. Railway Administration reports that the hospital stoppages, for the year 1928-29, for indoor treatment in the railway hospitals amounted to about Rs. 500.

(xvii) *Reference question K-5143.*—The M. and S. M. Railway reports that in the last two years fifty-two employees were reduced in grade in consequence of eye-sight tests in the Transportation Department of the Railway.

(xviii) *Reference questions K-5155 and K-5156.*—The M. and S. M. Railway Administration gives particulars of subscriptions to all hospitals (other than railway), which treat railway employees and their families, in the following statement :—

Names of Hospitals.	No. of Out-Patients treated.	No. of In-Patients treated.	Annual Contribution.
			Rs.
Indian Women's Aid Society, Hubli ..	1,645	9	1,500
The American Presbyterian Mission, Hospital Miraj .. .. .	112	28	300
The Belgaum Civil Hospital .. ..	....	6	600
The Sasson Hospital, Poona .. ..	....	6	100
Monegar Choultry (Poor House, Government Rayapuram Hospital) .. ..	....	....	100

**APPENDIX Z (H)—concl'd.**

(xix) *Reference question K-5249.*—The M. and S. M. Railway Administration reports that the disparity between the wages paid in the different departments of that Railway to Apprentices is chiefly due to the conditions of service obtaining in the several Departments. For example, the Engineering Workshops at Arkonam cannot employ many Apprentices owing to the restricted scope of its operations and when fixing the rates for the Apprentices there, the class of work which they are expected to turn out and the cost of labour in the District are factors which are naturally taken into consideration. Similarly wages for the Apprentices in the Electrical Department have been fixed having regard to the qualifications, the class of work and the appointments for which they are trained. "A" and "B" Class Apprentices trained with a view to direct appointment to subordinate supervisory posts, such as Electricians, Electrical or Telegraph Supervisors, Electric Telegraph Inspectors, Chargemen, etc., while "C" Class Apprentices, to Skilled Artisan Staff, the training being confined to one definite trade, such as Electric Fitter, Wiremen, Telegraph and Telephone Instrument Mechanic, Instrument Connector, etc.

## APPENDIX Z (J).

## Information supplied by the South Indian Railway Administration.

(i) *Reference question K-5470.*—On examination it is found that the figures given by the South Indian Railway exclude the cost of staff whose pay is chargeable to Capital, as also the Provident Fund contribution borne on Capital account. The cost borne on Capital account was excluded as it is not taken into account in arriving at the Net earnings of the Railway and as it does not enter into the question of deciding the ratio between Earnings and Expenditure, the figures, therefore, are not comparable with those given by the Railway Board.

The statement (reproduced below) has been completed as required, and it now gives the number of staff whose wages are given in column 3.

Years.	Net Earnings.	Wages of staff.	Number of staff.	Percentage column 3 to column 2.
1	2	3	4	5
	Rs.	Rs.		
1920-21 .. .. .	1,58,94,017	1,30,59,153	30,308	82.16
1921-22 .. .. .	1,24,45,892	1,39,77,163	31,162	112.30
1922-23 .. .. .	1,44,84,720	1,42,16,503	31,875	98.15
1923-24 .. .. .	2,17,95,199	1,53,61,769	30,686	70.48
1924-25 .. .. .	2,25,99,845	1,52,00,151	31,153	67.26
1925-26 .. .. .	2,19,43,774	1,57,79,545	32,007	71.91
1926-27 .. .. .	2,43,16,873	1,62,66,631	32,598	66.89
1927-28 .. .. .	2,22,05,340	1,69,58,381	34,149	76.37
1928-29 .. .. .	2,44,07,034	1,94,07,626	34,415	79.52

(ii) *Reference question K-5520.*—Copies of the South Indian Railway Rules for the administration of the Golden Rock Colony, Trichinopoly, have been supplied to the Royal Commission on Labour. See also Appendix "W".

(iii) *Reference question K-5537.*—On the South Indian Railway the rates of school fees levied for children of Company's employees per mensem are as under. An increased charge is made, if necessary, for the children of persons not connected with the South Indian Railway at the discretion of the School Committee:—

Primary School.			Scale of Fees.		
			Rs.	a.	p.
Fourth class (4th standard)	..	..	1	8	0 Monthly.
Third class (3rd standard)	..	..	1	8	0 ..
Second class (2nd standard)	..	..	0	12	0 ..
First class (1st standard)	..	..	0	12	0 ..
Infant class (Infant standard)	..	..	0	8	0 ..



## APPENDIX Z (J)—contd.

(iv) Reference question K-5553.—Statement showing the amounts individual employees receive as gratuities and Provident Fund under the existing rules on the S. I. Railway—

Name.	Designation.	Rate of pay.	Service No. of years.	Amount in P. F.	Amount of gratuity paid.
		Rs. a. p.		Rs. a. p.	Rs. a. p.
(a) Under Rs. 15 per mensem.					
K. Nalla Koundan ..	Keyman ..	14 0 0	24	..	168 0 0
Dookra .. ..	Sweeper ..	13 0 0	19	..	123 8 0
Karuppa Kone ..	Gate-Keeper	12 0 0	26	..	156 0 0
Karuppan ..	Do. ..	12 0 0	28	..	168 0 0
M. Lakshmana Pillai	Lampman ..	13 0 0	40	..	195 0 0
K. Raya Koundan ..	Gang Cooly..	14 0 0	31	..	210 0 0
Chinnathambi ..	Gang Mate ..	14 0 0	26	..	182 0 0
Arumugha Thevan ..	Gang Cooly	14 0 0	25	..	175 0 0
M. Mathan ..	Keyman ..	14 4 0	22	..	156 12 0
Ekambaram ..	Gang Mate ..	14 0 0	33	..	210 0 0
(b) Under Rs. 30 per mensem.					
T. Matthai ..	Gang Mate ..	27 0 0	15	512 8 0	202 8 0
Chinnakutty Venkatachalam.	Gate-Keeper	28 0 0	31	948 4 0	420 0 0
Narayanaswamy ..	Shunter ..	25 0 0	11	333 7 0	137 8 0
R. Palaniyandi ..	„ ..	20 0 0	18	305 14 0	180 0 0
N. Rama Koundan ..	Gang Mate ..	27 0 0	25	512 10 0	337 8 0
Sappani Moopan ..	Shunter ..	24 0 0	23	510 8 0	276 0 0
G. Subramania Rowth	Peon ..	21 0 0	34	384 7 0	315 0 0
Pitchamuthi Naidu	Lifter ..	28 0 0	20	698 8 0	280 0 0
N. Santhana Mudali	Lighter ..	29 0 0	19	1,084 5 0	275 8 0
A. Gopalan ..	Lifter ..	28 0 0	20	497 14 0	280 0 0

(v) Reference questions K-5555 and K-5717.—The Rest Rules referred to in the reply to this question are reproduced in Appendix "X".

(vi) Reference question K-5569.—On the South Indian Railway there are twenty-three "First class" stations. Five of these stations are held by Europeans, eight by Anglo-Indians and ten by Indians.

## APPENDIX Z (J)—contd.

(vii) *Reference questions K-5584 to K-5586.*—The South Indian Railway Administration states as follows :—

During the War abnormal conditions prevailed throughout the country to meet which the Railway Administration granted certain additional allowances to their staff on a scale fixed by the Government. These allowances were increased from time to time and ranged from 15% in the case of higher paid staff to about 100% in the case of the lower paid. As the abnormal conditions continued for some time after the war, the additional allowances were finally absorbed in the pay.

In 1924 an investigation made into the cost of living by the C. A. revealed that conditions in the area served by the S. I. Railway had improved. The average price of rice, the principal article of food, continued to fall from 1920-21, as will be seen from the appended statement.

*Comparative statement showing the average price of rice in seers (80) tolas per Rupee during the years 1919-1920 to 1922-1923.*

(The figures are based on the weekly figures published in the Fort St. George Gazette.)

Districts.	1919-20.	1920-21.	1921-22.	1922-23.
Nellore .. .. .	4.6	5.1	6.1	5.8
Chingleput .. .. .	4.9	5.4	6.1	5.5
Madras .. .. .	4.3	4.6	5.2	5.2
South Arcot .. .. .	4.3	4.9	6.0	5.2
North Arcot .. .. .	4.4	5.1	6.0	5.4
Salem .. .. .	4.2	4.6	5.5	5.1
Coimbatore .. .. .	4.0	4.5	5.1	5.1
Trichinopoly .. .. .	3.9	4.4	5.2	4.9
Tanjore .. .. .	4.5	5.0	5.7	5.1
Madura .. .. .	4.1	4.7	5.3	4.9
Ramnad .. .. .	4.1	4.3	5.5	4.6
Tinnevely .. .. .	4.2	5.0	5.5	5.5
Malabar .. .. .	4.2	5.0	5.5	5.5
South Canara .. .. .	4.7	5.8	6.4	5.9
Travancore .. .. .	5.1	4.8	4.7	4.0
Cochin .. .. .	4.6	4.6	5.1	5.1

The price of other food grains, clothing and other necessities of life improved to an appreciable extent when compared with the War period rates.

Owing to the economic conditions prevailing in 1924, the Administration introduced revised grades for subordinates for new entrants with effect from 1st April, 1924. The revised grades are some 20% higher than the pre-war scales. No reduction in the grades of those in service prior to 1st April, 1924 was however made nor was there any reduction made in the scales of pay of menials.

**APPENDIX Z (J)—conold.**

viii) *Reference question K-5594.*—The South Indian Railway Administration states that it has made the following provisions in the Triennial Programmes to be spent on quarters.

(Figures in thousands of Rupees.)  
1929-30. 1930-31.

Officers	..	..	..	..	34	68
Upper Subordinates	..	..	..	..	2,98	2,95
Lower Subordinates	..	..	..	..	5,82	6,38
Others	..	..	..	..	1,28	4,20
Total					10,42	14,21

The figures given in Chapter III, items (16), of Rs. 11,70,000 should be considered as revised accordingly for the S. I. Railway.

(ix) *Reference question K-5730.*—The South Indian Railway supply the following figures in regard to attachments of pay :—

Year.					Received and acknowledged.		Received but returned unacknowledged.	
					No.	Amount.	No.	Amount.
						Rs. a. p.		Rs. a. p.
1928-29	..	..	..	..	262	38,509 8 2	125	17,741 3 0
1929-30	..	..	..	..	247	45,660 15 0	115	18,989 5 0

Generally speaking, no attachment orders are received against monthly-rated staff whose pay is Rs. 40 p.m., or below or against daily-rated employees.

Under Amendment Act No. XXVI of 1923 the limit in regard to immunity of pay from Court attachment was raised from Rs. 20 p.m. to Rs. 40 p. m.





## NORTH WESTERN RAILWAY UNION.

*Memorandum compiled under orders of the Central Council.*

### V.—Education.

36. Railway administration can hardly boast of having provided any educational facilities for adult or half-time workers. There are no technical schools provided by the railway administration for the Indian staff. Workers would joyfully take advantage of technical education to improve their technical and general efficiency, in case suitable provisions were made to provide amenities to uplift general vocational training of the workers. The foregoing remarks refer to the skilled and unskilled labour. We consider it to be the bounden duty of the employers to pay sufficient attention to the general vocational improvement of the employees. It is hardly consistent with justice and fair play to recruit a man on a meagre salary, and keep that worker confined to his particular allocation till his retirement from service. The working man needs improvement and general training in order to improve his earning capacity. Vocational and technical training of the skilled labour is a vital necessity both for employers and employees. The general efficiency of the workers can only be maintained by granting them facilities for improving their skill. We strongly urge, that in view of the fact that skilled labour is a source of income to the Railway administration, more attention must be paid to raising their standard of efficiency in the interest of the employers. Technical education should be introduced in every industrial centre and every facility should be allowed to the employees to improve his vocational training.

(iii) Railway employees (Indian) have been treated most disgracefully by the railway administration in regard to the provision of educational facilities. Railway employees stationed at small places, are reluctantly compelled to keep their children at home without education. Their meagre income debars the parents from sending their children to out-station boarding schools. Even at larger centres there are hardly any facilities worth mentioning provided for the Indian staff. Railway administration has deliberately ignored the rights of the Indian employees, and have made an amazing racial discrimination on this point. We feel compelled to remark, that the railway administration has zealously safeguarded the interest of European and Anglo-Indian children (see Appendix B).<sup>\*</sup> In support of our foregoing contention we are quoting statistics showing the number of railway employees' children educated at railway expenses, and the amount of money expended by the railway administration (see Appendix A). During 1927-28 the total amount of money spent for the education of the children of Europeans and Anglo-Indian was Rs. 1,64,214-11-6 pies, and for Indians a grant of Rs. 11,959-9 annas was considered sufficient. These figures unveil the biased policy of the railway administration, and will indubitably show them in their true colours regarding the preferential treatment extended to well-paid European and Anglo-Indian staff. It is a painful fact, that the half-starved and ill-paid Indian employees have had to keep their children at home without academic or technical education. We vehemently protest against this policy adopted by the railway administration. There is not an iota of justification for the preferential treatment given to the European and Anglo-Indian staff, which is so unequivocally exposed by the figures and facts quoted by us. We contend that the meagre salaries of railway employees is bad enough, and that additional burden of keeping their children at home without technical or ordinary education can only be taken as adding insult to injury. We invite special attention of the commissioners to the sheer injustice done to the industrial employees, and we strongly suggest for a searching enquiry. Needless to mention, that we attach a great importance to academic, technical and industrial education for the workers' children. We feel, it is the moral duty of the administration to earmark a substantial sum every year out of its colossal earnings which are due to hard and faithful work of its employees. We do not in the least grudge educational facilities provided for the European and Anglo-Indian staff, but what we do resent is, that equal if not better facilities are not provided for the Indian staff, although the majority of employees are Indians. It is an amazing fact that in some cases an Anglo-Indian employee gets educational allowance exceeding his salary (see Appendix C).<sup>\*</sup>

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<sup>\*</sup> Not printed.

## APPENDIX A.

*Statement of Railway Schools and Pupils, 1927-28.*

1. Number of railway schools maintained :—
 

(1) European and Anglo-Indian .. .. .	5
(2) Indian, other than primary .. .. .	1
(3) Indian primary .. .. .	1
(4) Technical .. .. .	Nil.
2. Number of pupils (children of railway employees only) on the 1st April, 1927, at railway schools.
 

	Boys.	Girls.
(1) European and Anglo-Indian .. .. .	81	92
(2) Indian, other than primary .. .. .	224	90
(3) Indian primary .. .. .	24	18
(4) Technical .. .. .	Nil.	Nil.
3. Number of pupils (children of railway employees only) at railway-aided schools on the 1st April, 1927 :—
 

(1) European and Anglo-Indians .. .. .	1,089
(2) Indians .. .. .	938
4. Total expenditure during the year from revenue on railway schools maintained :—
 

	Rs.
(1) European and Anglo-Indian .. .. .	10,350
(2) Indian, other than primary .. .. .	7,212
(3) Indian primary .. .. .	1,560
(4) Technical .. .. .	Nil.
5. Total grant made during the year from revenue to parents, etc., in connection with the education of their children :—
 

	Rs.	a. p.
(1) European and Anglo-Indian .. .. .	1,35,100	11 0
(2) Indians .. .. .	1,594	9 0
6. Total grants made during the year from revenue to non-railway schools :—
 

	Rs.
(1) European and Anglo-Indians .. .. .	18,760
(2) Indians .. .. .	1,593
7. Taxes paid to municipal or other local authorities in the forms of education tax during the year.
8. Total capital expenditure during the year, Rs. nil.

**III.—Housing.**

Mr. M. A. Purcell, M.P., who recently toured throughout India enquiring into the labour conditions on behalf of the British Trade Union Congress unveils the conditions prevailing in India with remarkable lucidity in his report.\*

The manner in which the workers have been treated by the employers, engenders in our minds feelings of horror and disgust. And above all, there is one thing which surpasses our understanding, i.e., that in their blind pursuits of hoarding up wealth the employers have undoubtedly disregarded the ordinary ethics of humanity, in that, that while providing for themselves all the good things of life, they have as Mr. Purcell says : " treated the workers worse than cattle ".

Our chief point of disagreement with the policy of the railway administration in regard to housing problem is, that they have blindly and wilfully wasted money to build beautiful, up-to-date mansions and bungalows for the superior officers, who can well afford to rent suitable houses and that they have provided " colonies " for the European and Anglo-Indian staff (on principles of comradeship and brotherhood, we do not in the least grudge these facilities extended to a special class of the railway employees), what we do resent is, that some consideration ought to have been shown to the Indian workers as well, who draw scanty salaries barely enough to get both ends to meet. Railways expect maximum output for the minimum outlay, they expect the workers to do long hours of duty without sufficient rest, and yet they are indifferent to the elementary and indispensable requirements of the employees. Can it appeal to even the dullest imagination as humanly possible that a worker, whether he is a manual labourer or a clerk, who is compelled to live

\* Report on Labour Conditions in India by A. A. Purcell and J. Hallsworth, pages 8-9.

with a large family of six or seven people in a tiny, unhealthy and insanitary room, where there is not a ghost of a chance for the wage slave to get sufficient rest to enable him to perform his arduous duties," be profitable to a commercial concern."

A shorter span of years, constant ailing all their life time, a great range of susceptibility to particular shocks and diseases are thrust upon the workers for want of proper accommodation.

Such is the misery existing, and who are the authors ?

Can the administration repudiate the statements of Mr. Purcell, M.P. ? Over and above these striking and direct attacks, may we ask the railway administration if they are prepared to confront the representatives of the International Labour Office and repudiate the charges brought against them with regard to the housing and general living conditions of the workers.

While on this subject, we quote a few lines from Family Budget of Clerks (by Mrs. Caleb). This is economic enquiry No. 1, 1920, under the auspices of the Punjab Board of Enquiry (it is not known to us if there have been any subsequent enquiries).

There are several other instances quoted by Mrs. Caleb, supporting our contention that the clerks live a hand to mouth existence, and on account of want of proper accommodation and sanitation, their health is generally impaired. The remnant of useful energy has been destroyed down to its extirpation among the workers owing to the present housing conditions, and it is no wonder that one of the demands of the joint committee representing all the railways in India, is the housing problem. And we doubt if any body would like to question the reasonableness and propriety of this demand, and we trust that the railway administration will be asked to faithfully carry out their duty. They must bear in mind that they are to blame for having deplorably failed to have met with the most essential requirements of the working men.

19. North Western Railway have got some quarters at every station. Almost all the low paid staff with the exception of peons, dufftris, coolies and other menial staff who are engaged in headquarters office and divisional superintendent offices are supposed to get quarters rent free. All over on the line, houses are provided to such superior staff only, who are connected with the working of trains and whose duties require them to be at work at a moment's call. Some of the staff who have to perform night duties do not get houses.

It is noteworthy that some of the commercial staff, for example, booking clerks, parcel clerks, who have to perform night duties in connection with the trains, are not allowed quarters.

There are a very limited number of employees on roadside stations, and most of them on account of the nature of their work are provided with railway quarters, and those unable to get a railway quarter can have houses on reasonable rents. These people enjoy the advantage of being close to their work, but the accommodation is far from satisfactory. The low paid staff are allowed only one room which is used as sleeping, cooking, sitting and store room.

At some big stations, where there is a very large cluster of such houses, a joint latrine is provided in the case of low paid staff, but in most places, the administration has "no funds" to provide a joint latrine even, and expect these men to use jungles and bushes instead.

Over and above these striking facts, even accommodation for the superior Indian staff is inadequate.

For junior men there is only one room, a small verandah, a small enclosure, and a very poorly ventilated small kitchen which on account of its being of the nature of a dungeon is hardly used for cooking purposes. The senior men in addition to the above mentioned accommodation have got an extra room. This accommodation is hardly sufficient for a husband and wife even.

This problem requires a careful study in larger towns like Rawalpindi, Lahore, Delhi and Karachi and it is in these places that a large staff is in the employment of the railway. In almost all these places there are a number of commodious quarters for the use of Anglo-Indians and Europeans, but there is no arrangement for Indian staff with the exception of those whose duties are such that under existing regulations they must be provided with quarters. Anglo-Indians have to pay 10 per cent. of their salary as rent. Moreover, in addition to the provision of houses, they enjoy free medical aid, and the advantages of institutes, also good playgrounds for their children.

Now we turn to the lot of clerks, and other railway employees in a place like Lahore. The majority of these people are very poorly paid. A special enquiry was made into the condition of housing of the employees, and about 180 witnesses of



different grades of salaries were examined, who have given their statements in writing. From the mass of evidence gathered, it has been calculated that the average amount for the house rent paid by these people varies from 30 per cent. to 14 per cent. of their salary. The percentage has gone up to 30 in the case of the low paid people, and gone down to 14 in the case of well paid men.

For example, a man drawing Rs. 39 is paying Rs. 13 house rent, whereas another man drawing Rs. 200 is paying only Rs. 30 house rent.

For a safer calculation we should presume at least 18 per cent. being the average amount that the employees have to pay in places like Lahore, Delhi, etc. Majority of these men cannot avail themselves of the free medical aid on account of their living at some distance from the railway dispensary, and they have to pay about 3 per cent. of their salary for medical attendance. Houses of ordinary accommodation in decent vicinity are too dear for these men to rent, and a vast majority of them are living very far from their work, and they have to pay about 3 per cent. of their salary for conveyance. It will be observed, that these poorly paid men have to pay about 24 per cent. of their salary for the amenities of life which their richer comrades enjoy 50 times better at a cost of 10 per cent. of their salary.

In order to extirpate the evils of congestion, insanitation and general deterioration of the health of the workers, we suggest that new houses in sufficiently large numbers should be built on hygienic principles, and pending completion of new colonies, house allowance should be immediately allowed to such members of the staff who are not provided with proper housing accommodation. The extra allowance will enable the worker to provide himself with more suitable houses.

## XII.—Wages.

May be classified under two heads :—(1) Wages affecting monthly-rated staff ; (2) Wages earned by the daily-rated staff.

A detailed statement of the monthly-rated staff employed on the North Western Railway is too wide a subject to be abridged in a comprehensive form. Nevertheless its importance and its intricacies need a special attention. We shall, therefore, confine ourselves to the major items, and in order to make our statement self-explanatory, we shall divide it into two groups :—(a) Low-paid staff ; (b) Station staff and office clerks.

Low-paid staff, usually designated as "menials" by the railway administration, start their career with different salaries as detailed below :—

Staff.	Scale of pay in Rs.	
Gateman .. .. .	14-1-17	
Cabin man .. .. .	15-1-19	
Peons .. .. .	16-1-20	
Luggage porter .. .. .	17-2-23	
Cabinmen .. .. .	19-2-27	} This should not be regarded as starting wages.
Assistant jamadars .. .. .	21-1-24	
Daftris .. .. .	22-1-30	
Washington lamp men .. .. .	24-2-30	

It is manifest, from the above statement that the minimum wage for the low-paid staff is Rs. 14. We give below an estimate of minimum expenses of a husband and wife, just to provide the bare necessities of a life little above an "animal existence."

	Rs. a. p.	
Atta .. .. .	4 0 0	(Rs. 2 per head.)
Ghee .. .. .	5 0 0	
House .. .. .	Allowed free.	
Barber .. .. .	0 8 0	
Washing .. .. .	2 0 0	
Kerosene oil (for light) .. .. .	1 0 0	
Clothing .. .. .	3 0 0	
Milk .. .. .	3 0 0	
Fuel .. .. .	2 0 0	
Washing soap and oil .. .. .	1 0 0	
Dal and vegetables .. .. .	3 0 0	
Sugar .. .. .	1 0 0	
Unforeseen expenses .. .. .	1 0 0	
	<hr/> 26 8 0	

It is to be noted that the foregoing estimate makes no provision for the children of the working man.

In estimating the lowest amount indispensably essential under each head of the vital necessities of life, we have not taken into consideration social and educational requirements of the worker or his family if any; and it should also be noted, that medical expenses are not included. It is obvious, that the worker gets an amount nearly half of what would just suffice to provide two meals a day [a meal consisting of bread (chapatees and dal only)]. It is manifest that the present minimum wages fixed by the railway administration is an offence against the ordinary ethics of humanity.

Is it just to compel a man to live on one meal a day? These poor people are forced to abandon the very necessities of their lives. It will be interesting to note what necessities these poor people give up to reduce their expenses.

	Rs.	a.	p.
Ghee .. .. .	5	0	0
Washing .. .. .	2	0	0
Milk .. .. .	3	0	0
Sugar .. .. .	1	0	0
Vegetables .. .. .	1	0	0
Toilet .. .. .	1	0	0

This means that there will be absolutely no vitamin in their food, which must result in poor vitality and consequential inability to combat diseases. In reality, this is the cause of short average life and higher rate of mortality in India. These people cannot provide means to wash their clothes and bodies. They cannot afford to educate their children, who must remain illiterate from generation to generation. In fact, they cannot afford to have children at all.

The low standard of wages has produced an alarming slum question in India, with its attendant evils of high rate of mortality and social degeneration, etc.

*Station Staff and Office Clerks.*—Starting salary Rs. 33 and Rs. 39 per month respectively. At the outset, we must point out that these men are educated at least up to the matriculation standard, and that they belong to the middle class. Obviously, their standard of living is considerably higher than that of the low-paid staff.

A modest estimate of the bare necessities of husband and wife is as under :—

	Rs.	a.	p.	
Atta .. .. .	5	0	0	
Ghee .. .. .	6	0	0	
House rent .. .. .	6	8	0	0 or Rs.4 for them who get house from railway.
Clothes .. .. .	6	0	0	
Dhobi .. .. .	3	0	0	
Barber .. .. .	2	0	0	
Kerosene oil (light) .. .. .	2	0	0	
Fuel .. .. .	5	0	0	
Vegetable .. .. .	5	0	0	
Dals .. .. .	3	0	0	
Sugar .. .. .	3	0	0	
Tea .. .. .	1	0	0	
Milk .. .. .	5	0	0	
Toilet .. .. .	3	0	0	
Miscellaneous .. .. .	5	0	0	
Social expenses .. .. .	5	0	0	
	65	8	0	

It will be observed from the above statement, that not a single item of luxury is included in the budget, even smoking expenses have been excluded.

The minimum living wages for these classes of men should be at least Rs. 65 per month. We strongly urge the necessity of raising the starting salary of every class of railway employees, the starting salary must at least be a living wage, and not a mere pittance which would deprive the worker of his human right to have at least two meals a day.

There are so many different grades in the various establishments in the railway, that they can be compiled in fairly large volumes. All these grades and bars, are simply meant to keep the majority of men at low salaries. There are always limited vacancies in different grades and the people have to remain at the maximum of these grades sometimes for over 10 years. The result is that vast majority of employees retire either in the first or at the most in second grade after putting in over 30 years'

service. They pass their service career in poverty, and get very poor bonus on retirement, and die leaving a legacy of the hereditary poverty to the next generation only to repeat the operation. By way of example, we will take the case of goods clerks, whose grades are as follows :—

Scale of pay.				Total number of appointments for 1927-28.
(1)	33—3—60	..	..	1,313
(2)	66—4—90	..	..	168
(3)	105—5—140	..	..	43
(4)	150—10—190	..	..	7
Total				1,531

It is evident from these figures that 0·45 per cent. of goods clerks will have an opportunity to rise up to Rs. 190 and 2·8 per cent. can rise up to Rs. 140 and 10 per cent. up to Rs. 90 and the rest of 85 per cent. men will retire on Rs. 60.

This is the case of almost all the branches of the railway administration. We are quoting figures for some important branches, and the commission will observe that about 85 per cent. of railway employees retire when drawing a salary not exceeding Rs. 60 to Rs. 90 p.m., we urge that these grades should be immediately abolished, and time scale system be introduced with only two grades : " Junior and Senior." The minimum wages for low paid and superior staff should at least be Rs. 35 p.m. for the former and Rs. 60 p.m. for the latter.

#### APPENDIX.

##### *Statement of Staff employed in Traffic Department.*

Designation of Staff.	Scale of Pay.	Sanction of 1927-28.	
1. Booking clerks .. .. .	33—3—60	790	90 per cent.
	66—4—90	71	8 "
	105—5—140	14	1 "
2. Parcel and luggage clerks ..	33—3—60	445	86 "
	66—4—90	59	11 "
	105—5—140	12	2 "
3. Despatchers .. .. .	150—10—190	Nil.	
	33—3—60	Nil.	
	66—4—90	29	90 per cent.
4. Ticket collectors .. .. .	105—5—140	—	Nil.
	150—10—190	1	3 per cent.
	33—3—60	632	84 "
5. Relieving staff .. .. .	66—4—90	97	13 "
	105—5—149	20	2 "
	150—10—190	8	All Europeans.
6. Train clerks ... .. .	33—3—60	—	Almost all in this class.
	33—3—60	525	88 per cent.
	66—4—90	51	8 "
7. Station masters .. .. .	105—10—140	18	3 "
	150—10—190	2	
	63—3—75	911	77 "
8. Assistant station masters ..	78—4—90—5—95	158	13 "
	110—5—140	72	6 "
	150—10—190	71	1 "
	200—10—250	1	
	250—10—300	10	
	320—15—350	22	
	360—20—400	16	
	425—25—500	11	
	600—650	4	
	45—5—60—3—75	1,306	88 per cent.
	78—4—90—5—95	117	7 "
	110—5—140	52	3 "
	250—10—300	72	
	320—15—350	1	

These are monopolized by the European and Anglo-Indians.

Monopolized by Europeans.

106. *Fines*.—We are not in possession of figures regarding the extent of fine imposed on the staff generally. The clerks employed in various offices are not fined at all, although occasionally absence is treated as leave without pay, which is considered as an indirect way of imposing fine. Most of the fines collected are imposed on staff on line, such as goods clerks, parcel clerks, transit clerks, guards and other staff. Our observations in this connection are based on various reports received in the union office from the members. We have concluded that the staff is usually fined for ordinary acts of omission which very often are unavoidable. We do not contend that every fine imposed is unjustifiable, but what we urge is that in most cases the officers fine the staff unduly.

Most of this fine money is realized from very poor people, who have hardly any chance to rise beyond the salary of Rs. 90 p.m., as would be seen if reference is made to the preceding page. We feel that it is an additional punishment on an already poorly paid and ill-fed worker. Moreover the staff referred to above, have to face extra deductions in shape of debits for some shortages in goods and other articles in their charge, if a list were to be prepared of debits raised against guards, transit clerks, goods clerks, loading clerks, parcel clerks, etc., we shall probably be able to prove that a vast majority of them do not escape these debits.

The union vehemently opposes the system of fines and suggests, that the commission should immediately recommend to abolish this unjustifiable act of injustice. The debits also should be raised after a very careful consideration, and in reasonable proportion to the salary of the employees concerned. We have several cases where the staff has been debited with amounts exceeding his monthly salary.

(iii) The fines so collected from the hard-earned, poor salaries of the workers is generally utilized for welfare work, such as aids to various institutes, clubs (Indians as well as Europeans). From this fund, games, books and other items of recreation are also provided. There are certain cases in which some Europeans were given compassionate help on account of protracted illness, but we do not know of any case to the best of our knowledge where any Indian has been so treated. We strongly urge for the discontinuation of the present system of fines as it is totally unwarranted, and budget for welfare work should be provided from the revenue.

108. In larger towns such as Delhi, Lahore, Rawalpindi and Karachi, etc., most of the low paid employees are heavily in debt. We have not got exact figures of attachment orders received against their salaries, but our every day observations show, that most of the employees are in the clutches of the money lenders. It will be interesting to note, that Employees Co-operative Credit Society during the year 1928-29 advanced Rs. 15,31,000 as loan to the various branches.

The number of employees to whom loans were sanctioned during the last three years is as follows:—

Year.					Number of loans.
1926-27	..	..	..	..	3,182
1927-28	..	..	..	..	3,600
1928-29	..	..	..	..	4,300

The demands for loans is increasing every year, and this year the figures will be much higher, as the daily paid literate staff has also become entitled to enjoy the benefit of society which was not done previously. We admit that the inauguration of the society has proved a boon to the employees and we appreciate the facilities provided by the administration to encourage the growth of the co-operative credit society. The credit society has undoubtedly saved a good many low paid employees from getting into the hands of the Punjab money-lenders, who not only charge exorbitant interest but lend small sums of money against pronotes of big amounts. Recovery of debts from the railway employees is a simple matter, an attachment order is obtained from the court and the administration remits half the salary every month to the court till such time the amount of decree is liquidated in full. The money-lenders are always anxious to lend money, and even employ agents to go about offering loans to railway employees. We are not in possession of figures showing exact extent of indebtedness, but we suggest that exact figures and the number of employees involved be ascertained, this will no doubt reveal a ghastly state of affairs. We shall be failing in our duty to the railways employees whose representatives have entrusted us to formulate their grievances and recommend remedial measures, if we were to sacrifice their interests at the altar of Indian politicians. We therefore suggest that legislation be enacted on the principle that whoever lends money to a railway employee lends on his own risk. (2) That not more than 10 per cent. of the salary of an employee be recoverable through the decree of a court. (3) That no personal attachment be executed against a railway employee.

Any legislation on the lines suggested above, will be a boon to the thousands of the employees, who through misfortune have become victims of the money lenders, and who actually work for the money lenders for years in order to liquidate the

debt, which in many cases is never liquidated due to the craft and cunningness of the money-lenders. The railway employees feel very strongly on this point, and their protection from the clutches of money gods is, we think a first charge on the duties of a Labour Government. The causes of indebtedness are not identical in all cases. In a majority of cases, employees get into debt as they cannot make both ends meet on the meagre salaries that they are paid. In some cases, education of the children compels an employee to borrow money to discharge his moral duty to his children. In other cases, bad housing and insanitation of the quarters of the employees are responsible for protracted sickness of an employee, who is either put on half pay or gets no pay at all. The unfortunate man has no alternative but to beg, borrow, or steal to keep his body and soul together, and he becomes an easy prey of the ever alert money-lenders. In the larger towns, such as Delhi, Lahore, Rawalpindi, Karachi, Multan, Ferozepore, etc., cost of living is higher than in smaller towns, employees have to face extra expenses and sometimes are compelled to get into debt through force of circumstances.

110. Leave rules are generally liberal for superior subordinate staff, but the daily rated, low-paid and loco running staff are very unsympathetically treated. These people do not get any leave on full average pay, except on medical grounds on half average pay only.

The staff, who are entitled for leave, also experience great difficulty in obtaining leave, because the leave reserve on the North Western Railway is either inadequate or mismanaged. We have several cases where staff could not get leave in time in very emergent circumstances even.

We propose that leave rules should be so modified that all the employees should have the same right of leave on full average pay and rules should not be different for various staff. The administration should make such arrangements that the staff may be able to get leave at the proper time.

## II.—Staff Organization.

*Recruitment of Superior Staff.*—We are not concerned with the recruitment of this class of staff, the only grievance that we want to bring to the notice of the Commission is, that a fair chance is not given to the subordinates for promotion to these appointments.

Almost all the staff is recruited by direct appointments from persons of non-Asiatic and Indian domicile. Although provision is made that specially qualified subordinates can be promoted to these appointments, but we usually find that this provision is hardly utilized.

We admit that there is some justification for recruiting engineers including mechanical and electrical engineers direct, as it is necessary that these technical officers should be well qualified, but there is hardly any justification for wholesale direct recruitment of personal, traffic, stores, and other miscellaneous officers. These recruits are generally graduates of Indian Universities (seldom of brilliant careers), generally well connected with influential men, and just fresh from the colleges.

Traffic and commercial officers after getting theoretical training at railway college for a short time are sent out to stations, and in different branches in the offices to pick up practical work. They spend their time in these branches and go through all kinds of work in a school-like manner. At the end of three years these young men come to control the destinies of thousands of workers with the same pride, which a school boy feels when he dons his first long pants. They can hardly be expected to be expert in any particular branch, and instead of directing the work personally, they have to depend on subordinates for their guidance, and it is on account of justifying their own existence that they seldom bring any subordinate to limelight, because they cannot help taking advantage of their work. Our remarks are not intended to raise the presumption that we oppose Indianisation of these services, on the contrary, we are its staunch supporters. Our criticisms are merely levelled against the methods of recruitment. We are of opinion, that at least 50 per cent. of such appointments should in the first instance be filled from the subordinates. There are graduates and other deserving subordinates who know their jobs much better than those who have had no practical experience. The only thing necessary to produce efficient officers from amongst the subordinates is to give the latter a chance to work in different branches and to encourage them to qualify themselves for all duties. We find that if a man begins his service in a particular branch, he is not removed from there for the rest of his service. Even if some subordinate wants to get training at his own expense he is refused. We have

got some cases of written refusals where sometimes very diplomatic replies, such as "you are more suitable for what you are doing and I do not see my way to grant your request" were considered appropriate to end the matter. We strongly condemn this policy of keeping the subordinates in tight compartments.

We have got a few examples of personal officers promoted to superior establishment temporarily at the verge of their retirement because they were mostly in close touch with the personal officers.

In operating and commercial branches there are examples of some subordinates (of course both Anglo-Indians and Indians) who were officiating as officers for years together and after a constant struggle were confined to local service. This is all due to the policy of direct recruitment.

13. (i) *Relations Generally*.—Previous to the introduction of divisional schemes, the railway was being managed on departmental system and each district was controlled by various district officers working directly under the head of their departments. We do not propose to discuss the general efficiency and increased or decreased output of work, but in so far as relations of the staff with the officers are concerned, we cannot call them improved in any way, on the contrary they have drifted from bad to worse. The divisional superintendents have got increased powers to deal with the personal matters such as recruitment, promotions, punishments, etc. Furthermore for the majority of the staff he should be supposed as local providence, and some of the staff have no right of appeal against his findings.

The personal questions of the staff are disposed of in the Headquarters office on the recommendations of the divisional superintendents. It should not be forgotten that a divisional superintendent is the administrative head of the whole division, and he has so much to supervise, that he cannot go into the details with respect to the matters concerning personal affairs.

This means that these questions are practically left in the hands of the divisional personal officer whose rank and status is just the same as that of a former district officer. It will be interesting to note the extent of investigation the head office can direct on divisional superintendent's recommendations. Leaving aside the deputy agent personal, there are only three officers who are disposing of all the personal affairs:—Senior Assistant Personal—Deals with all staff employed on the seven divisions; Junior Assistant Personal—Deals with all staff employed in shops and other extra divisional offices; Assistant Secretary—In addition to his enormous general duties, deals with all the staff employed in headquarters office.

Is it humanly possible for these three officers exercising the powers of the Agent to go minutely into the recommendations of the divisional superintendents which in reality emanate from the brain of a senior officer subordinate to the division superintendent. But on the face of it, we are correct in asserting, that officers holding equal status to that of the former district officers are in reality exercising the power of the agent.

This practice, in some cases, has resulted in favouritism and victimization. Rights and merits carry very little weight. Young men with no qualifications are sometimes given lifts to higher grades, and senior and elderly people are superseded. In this respect the departmental system was much better. The district officers had limited powers, and the head of the department with the help of his deputies supervised the personal affairs much better, and above all the heads of the department and their deputies were not easily approachable by favour seekers.

We strongly urge that thorough overhauling of these affairs is necessary, and more direct and effective control should be exercised over the divisional officers.

*Personal Affairs*.—A railway officer occupies the dual position of an accuser and judge. Dismissals, reversions, notice of termination of service under agreement, forfeitures of bonus gratuity and other serious forms of punishments are imposed with little or no consideration. There are certain rules formed to control the personal affairs, but they are simply meant to enable the officers to find justification in support of their actions which in most cases are preconceived. There are innumerable instances of men reverted to lower grades, without being asked for an explanation or served with a charge sheet. An officer puts up a few words saying that he is not satisfied with the man, and the higher officer promptly endorses it. Protests and appeals are like a voice in the wilderness. It is left to the option of the officer if he cares to follow the procedure or not. We have got an example of a man who was working in the grade of assistant superintendent for about four years and often had officiated as superintendent, was reverted to head clerk, when one of the officers suddenly discovered that he was not doing well and somehow or other escaped the notice of his predecessors. There is another instance of a man who was working as head trains clerk for about four years, and was reported satisfactory for three years, but during

the fourth year it was discovered that he was not quite suitable. Most of these reversions are effected for the sake of certain proteges of some officers who, in order to provide them, try to find out if there is any man who is not yet confirmed, and can easily be thrown out to make room for their men. No higher officer cares to satisfy himself if the punishment inflicted is reasonable or not.

Similarly there are numerous cases of unjust promotions to higher grades. The officer concerned simply makes up his mind to give lift to a certain man and, to achieve his object, he has simply to note down that he does not recommend such and such and so and so will suit him. There is absolutely no need to assign reason for his observations. If the man whose rights are overlooked asks for reasons, he is simply informed in terms of patent drafts such as "you were not recommended," "you are not suitable," "the vacancy is filled by selection," "we are not bound to discuss reasons with you." If the man continues to persist he is asked to resign if he is not satisfied. Sometimes temporary vacancies in higher grades are given to the next man working in the same branch, and in some cases to the right man. It all depends on the sweet wish of officer concerned. There is no definite procedure governing these cases, and if there are certain rules they are on paper and not in practice.

In some branches people are getting very quick lifts, whereas in others they have to sit at the maximum of their salaries for years. There is no such thing as general seniority list to control the advancement of the staff to higher appointments. Proteges and kith and kins of certain officers are being shifted from one branch to another to give them lifts. Whenever there is an example of a man getting quick lifts his relations can always be traced to some important man in the department.

All this chaotic condition is due to the fact that there is no system of appeals in the department. The appeals are disposed of in a cursory manner. The head office has got a few clerks sitting in a veranda (of course enclosed) armed with most effective weapons to dispose of appeals. The weapons are seals, the prints of which are not without interest. For example, "The undersigned cannot interfere." "Orders must stand." "The undersigned upholds the orders of so and so." "The Divisional Superintendent does not recommend you and so I can do nothing in your appeal." There is no such officer who is purely meant for disposing of the appeals. In the history of railway probably there is not a single case of enquiry being held on the appeal of the aggrieved party.

If some one appeals against the order of reversion, he is supposed to submit it through the officer whose decision appellant is challenging, and in almost every case this officer will simply forward it with remarks "that the man was wanting," and the higher officer simply confirms his action, and in some cases the appeals of quiet men are not even forwarded. The officers do not regard the entertainment of appeals as part of their duty, with the result that there is horrible campaign of victimization on the railway. And above all some of the officers take mean advantages of the poor people. This has made an average railway officer a perfect autocrat without any restraint on his actions in so far as the subordinate staff is concerned. If an enquiry is held in cases of victimization on the railway the proceedings will be a huge volume of horrible tales. When once the officers will know that they are being watched the victimization will be reduced. If administration can put some restraint upon the officers with respect to personal affairs about 50 per cent. of grievances will be removed.

*Service Agreement.*—Our version of the autocracy prevailing in the railway administration would be totally incomplete unless we throw light on the nature of power which an officer derives from the "service agreement bond," which is commonly known as "slavery bond." This agreement empowers an officer to terminate the service of an employee on one month's notice. Railway administration introduced this one month's notice system on the plea that the railway department being a commercial concern, reduction of staff wherever and whenever necessary should be within their scope of power. This agreement bond, we contend, has in majority of cases been misused by the administration. It is used as a lever to satisfy the wrath of an enraged officer, and actually helps the officer to intimidate a subordinate. There are horrible cases of victimization on record, where this service agreement bond has dealt a last fatal blow. There is a recent case of one Ladik Ram, ex-clerk, divisional superintendent's office, Karachi, who was a prominent delegate of the union. His activities in furthering the interests of employees were a source of annoyance to his immediate officers. Armed with this deadly weapon of "service agreement bond" they made a short job of alleged agitator, and on his appealing against the arbitrary manner in which he had been treated, he was rewarded with the usual slogan, "you have been discharged in terms of your agreement against which there is no appeal and no argument." Rank and file consider service agreement bond as mother of all evils, barring a few cases where retrenchment was really essential, the service agreement bond has been a consistent opponent of justice and fair play. That there is not a semblance of justification for its continuation is only too apparent.

from the horrible record of its achievements. In view of the fact that co-operation and trust between the employers and employees is an essential factor for the maintenance of goodwill and team-spirit between the workers and their officers, it is imperative that the first recommendation of the Commission should be the abolition of the service agreement rule, which can claim so many acts of injustice to its credit.

**Staff Council.**—Railway department issued an organization order No. 55 regarding establishment of labour bureaux for devising suitable machinery for a satisfactory solution of the staff problems affecting the relation of the staff, particularly the workmen with the railway administration. The aims and the objects of the said bureaux are detailed below :—(a) to maintain adequate records in co-operation with personal officers ; (b) to recruit and engage workers systematically ; (c) to investigate cases of loss of time, incapacity, and, if necessary, sickness ; (d) To study the economic aspects of wages ; (e) to examine reasons for discharges and dismissals with a view to preventing unfair treatment of employees ; (f) to study the hours of work, intervals, rest periods, facilities for rest, and in this connection, to study the conditions in regard to ventilation, sanitation, etc., with a view to seeing that they are adequate ; (g) To inculcate, as far as possible, a high standard of discipline, and *esprit-de-corps*, both on and off duty ; (h) To study the needs of individual employees with a view to encouraging them to keep out of debt by obtaining advice from the bureau which would engender and cultivate a sense of trust in such societies as the Co-operative Credit Society and the Co-operative Stores.

To provide suitable means for recreation outside working hours.

2. On and from the forenoon of the 29th August, 1928, Mr. A. K. Muirhead assumed charge of the duties of employment officer.

3. For a beginning, a bureau will be established in the Carriage and Wagon Workshops, Moghalpura, and almost immediately after one will be established in the locomotive workshop.

4. After the above two bureaux have been in existence for some time, it is intended to establish similar bureaux at the workshop in Sukkar and Karachi in the electrical branch and signal and bridge engineer's workshops.

5. The question of opening bureaux in divisions will receive due consideration after those in connection with workshops have justified their existence.

6. The scope of the bureaux is divided into three main categories, viz. :—(a) employment and all the routine connected therewith ; (b) prompt disposal of petitions ; (c) provision of amenities.

7. The employment officer will take immediate steps to complete the necessary records to enable him to put into force the working of the carriage and wagon shop bureau in so far as employment and the prompt disposal of petitions are concerned. As several amenities are already provided, the provisions of further amenities will be dealt with in due course.

8. Suitable offices will be provided for each bureau ; one for the carriage and wagon workshops has been taken in hand. Attached to each bureau will be a trade testing room in which necessary machinery will be installed for testing the skill of applicants for employment and of employees for advancement.

9. In addition to the employment officer, the following staff is hereby sanctioned for the carriage and wagon shop bureau from the dates on which the appointments are filled :—one labour warden in the scale Rs. 360—20—500 ; one chargeman in the scale Rs. 185—15—350 ; two clerks in the scale Rs. 160—10—200 ; three clerks in the scale Rs. 100—5—140 ; five clerks in the scale Rs. 68—4—95 ; three clerks in the scale Rs. 39—3—60 ; four peons in the scale Rs. 16—1—20 ; one duftry in the scale Rs. 22—1—30.

10. The staff, in the works manager's office, at present dealing with such establishment matters as the bureau will conduct, will be transferred to and absorbed in the staff of the bureau sanctioned in para. 9 above.

11. The employment officer will be in entire charge of the bureau and, in regard to the bureau connected with mechanical workshops, in so far as the efficient running of the same is concerned, will work in direct touch with the superintendent mechanical workshops. It will, however, be open to either the superintendent mechanical workshops or the employment officer to refer to headquarters in cases where they consider such a course expedient or necessary.

12. The bureau will be responsible for the following :—

(i) Recruitment of all staff (skilled, semi-skilled and unskilled.)

(ii) Maintenance of records of service, etc., of all staff employed in workshops —such as the particulars of employment, attendance, earnings, punishments transfers, etc., etc.



- (iii) Payments of gratuities and compensations.
- (iv) Increments and promotions.
- (v) Rating in accordance with scheduled or standard wages, commensurate with the skill of workmen.
- (vi) Sanctions of leave.
- (vii) Investigations into all complaints and to bring to the notice of S.M.W. all cases requiring executive action.
- (viii) To examine and prepare for S.M.W.'s orders all cases which may involve discharge or dismissal.
- (ix) Compliance with the Factory Act Rules so far as employment of labour is concerned.

13. The maintenance of discipline within the shops will be at present within the purview of the works' managers, but the bureaux will note and record all punishments and, by personal interviews or otherwise, endeavour to persuade offenders to mend their ways. At the same time the employment officer will watch whether punishments inflicted are justified or not. In cases where he is in doubt he will represent the case to the works' manager, and, if necessary, to the S.M.W. No workman will be discharged or dismissed except under the orders of the S.M.W. himself.

14. With a view to assisting the administration of the bureaux, a staff committee will be formed of 30 members, to be elected by the staff themselves, foremen, chargemen, supervising mistries or journeymen and clerical staff will be represented by three members only; the remaining 27 representatives will be nominated by the various shops in proportion to the number of workmen in each. This committee, which will be inaugurated in connection with each bureau (when established), will have regular meetings once a week outside working hours.

15. Questions which pertain to the discipline and welfare of the staff within and outside the shops will be discussed; and it will be its duty to formulate recommendations and suggestions for submission to the employment officer.

16. Any suggestions and recommendations submitted by the staff committee will be examined by the employment officer who will meet the committee once a month to advise and explain to the members as to the suggestions or recommendations which have been accepted or rejected.

The above quoted organization order was really forced on the unwilling administration by the general wholesale strikes in India. And in order to pacify the workers the railway administration placated the said order, whereas it was no compromise between the employers and the employees. The staff council inaugurated under the scheme was a skilful manoeuvre to stamp the progress of agitation which was gaining ground at a tremendous pace amongst the railway employees, particularly the skilled labour. The skilled labour has been a thorny problem with the administration, and it is an incontestable fact that the skilled labour is not easily replaceable. It is therefore no matter of surprise that the administration hoisted the flag of truce, but only in the camp of a formidable foe. We cannot trace any sign of real intention on the part of the administration through the machinery of labour bureaux to solve the problems affecting the relation of staff with the administration.

The said labour bureaux are as far as we can judge intended to discredit the unions, and to overcome the difficulties which the administration have themselves produced. The employment of a dictator styled as an employment officer is a proof positive that all decisions of the said committees would be mere recommendations to be rejected or accepted at the sweet will of the employment officer. This is exactly what we do resent. What the union suggests is, that in order to create an atmosphere of close harmony and *esprit de corps* it is essential that appellate powers must be vested in a joint committee of an equal number of union delegates and employers' representatives with a non-official public man as chairman.

Nothing short of this proposition can allay distrust amongst the railway employees, in regard to vexatious problems of victimization, insecurity of service, and preferential treatment.

Our conclusions are that a labour bureau is a fiasco and that the administration cannot defend themselves with suehlike diplomatic moves intended to kill two birds with one stone, i.e., pacification of the workers and rigid maintenance of autocracy.

**Racial Discrimination.**—Formerly railways in so far as the higher and upper subordinate appointments were concerned, have been a monopoly of Europeans and Anglo-Indians, lately under the overwhelming pressure of public opinion and strong protests made on the floor of the Legislative Assembly a few Indians were appointed just to show that Indianization is being pushed forward. The railway

administration have been advancing a ridiculous plea that Indians with a requisite amount of educational qualification were not available. Finding the pressure of public opinion getting too tormenting the authorities at last commenced recruiting graduates in 1918. It was then assured by the administration that the batch of graduates then recruited were to be trained for higher upper subordinate appointments; these pledges have materialized as follows :—

Six graduates were appointed in 1918, on Rs. 75 p.m. in head office and were put in the grade Rs. 110 p.m. after six months' service, later on they were utilized as senior tracers and all of them are now drawing Rs. 140 p.m. Thus these men have earned an increment of Rs. 30 after 11 years' service.

Another lot was appointed in 1921 and a few men in 1920 on Rs. 75 p.m. and are at present drawing Rs. 95 p.m. They have earned an increment of Rs. 20 after nine years' service. Average yearly increment being about Rs. 2. This is the state of affairs. This is not all: two Anglo-Indians were appointed about the same time on Rs. 75 p.m.; one of them is now working as a goods supervisor on Rs. 350 p.m. at Amritsar, and the other is working as a superintendent on Rs. 400 p.m. These are the methods in force which are indubitably highly detrimental to the interest of the Indian employees.

Recently one Anglo-Indian guard drawing Rs. 75 p.m. was appointed as superintendent in preference to many suitable Indian candidates of long service and good qualifications, one of the candidates being M.A., LL.B. with 12 years' service. These selections were supposed to be conducted on grounds of suitability. Then again one Anglo-Indian ticket collector drawing Rs. 33 p.m. was imported in chief commercial manager's office on Rs. 160 p.m. in preference to a number of graduates and other senior men who were eagerly waiting for their due promotions.

There are scores of other instances establishing the painful fact of racial discrimination. So long as the present systems of recruitment and promotion remain in force it would be futile to look for any improvement so far as the Indian employees are concerned. Inauguration of joint selection and appointment committees, as already suggested by us, can solve the problem.

The following extracts from the debate of the Assembly will be a useful guide in establishing our contention of racial discrimination in the railway department.

15. *Contractors as Intermediaries.*—Few years ago N.W.R. announced their policy regarding work on contract as being a system well worth trying, when the extensive projects in respect to construction, were taken in hand. The railway administration made a departure from the old system and placed almost all contracts in the hands of capitalists. This would reveal the extent and character of the work given on contract. The custom prevailing in this province is that the capitalist on acceptance of his tender sets out in quest of sub-contractors and usually manages to secure them at a rate 20 to 25 per cent. less than his tender price. The sub-contractor then becomes responsible to the chief contractor and not to the department concerned. The sub-contractors again sub-let the work to groups of workers, generally on piece-work system, this necessitates long working hours on the part of the actual labourers to earn a few annas per diem, to provide themselves with at least one meal a day.

The question of standard minimum wages vanishes to the background and the worker has to content himself with all sorts of privation, starvation, and overwork.

There is no control whatsoever exercised over working conditions, these labourers are treated as wage slaves and the outcome of the whole system is that the department concerned, having no voice in the matter, are indifferent with regard to wages paid and the length of working hours.

The general effects are manifested in demoralization and a ghastly picture of mere skeletons of men existing on insufficient and unwholesome food. They become easy targets of diseases and the mortality is enormous. They live in huts (chappars) and generally lead a wretched existence on the mere pittance which the get-rich-quick class of contractors spare them out of their spoils.

## IX.—Hours.

73. There are no hard and fast rules governing the hours worked per week and per day. This union, in the first instance, does not recognize the principle of 60 hours' work per week as decided by the railway administration. We maintain that India has a full right to claim the 48 hours' work per week convention as ratified by Great Britain. We do not see eye to eye with the railway administration in imposing long working hours on an overworked and underpaid staff. Our contention is that even the 48 hours' convention if it were applied to India and specially to railway department, would be severe enough. Railway administration has shown an extraordinary inclination to adopt 60 hours' convention as it has actually given them more working hours without undergoing any financial loss. Railway employees have been incessantly

protesting against overwork and that majority of railway employees through sheer hard work and night duties are constantly ailing is a recognized fact. We strongly urge, that 48 hours convention can only be accepted by the Railway employees. In support of our claim to enjoy the benefit of 48 hours convention, we have only to invite the attention of the Commission to appalling figures of mortality, premature retirement and eye diseases, etc. Railway administration have to maintain a relieving staff in order to provide relief for the employees reporting sick. It is a proof positive that long working hours adversely affect the health of railway employees. Nothing short of 48 hours convention with weekly day of rest can satisfy railway employees. We, therefore, refrain from commenting on the present arrangements which the railway department has adopted with regard to 60 hours work per week. With the advent of the Labour Government in England, the union trusts that full consideration shall be given to the demand of the thousands of railway men. Railways have adopted a unique method of providing 24 hours rest during the week. In several departments they have called upon employees to do 12 hours continuous work on two or three days in the week in order to make a total of 60 hours work per week with a view to provide one day of rest. This procedure practically amounts to inflicting punishment on the employees, or in other words causing an employee to get thoroughly fatigued and tired and endangering his health thereby, and then asking him to get rest for one day to get over it. In view of the fact that this union does not recognize as mentioned before, the principle of 60 hours work per week as adopted by the railway administration or is being adopted, we do not consider it necessary to offer any suggestion on a point with which we are in entire disagreement. Our instructions by the railway employees are not to make ourselves a party to any discussion regarding 60 hours work per week.

#### IV.—Health.

24. The medical department on the N.W.R. is under administrative control of the agent. There are about 66 dispensaries. In most of these dispensaries only outdoor patients suffering with ordinary ailments are treated. There are only 29 dispensaries which have arrangements for indoor patients.

Altogether 230 beds for males, and 42 beds for females are provided. These figures are far from satisfactory, in view of the fact that N.W.R. is a big concern of more than a lac of employees. The provision for only 42 beds for females manifests a lack of interest on the part of the employers in regard to general health conditions of workers' families. With regard to this scanty provision for beds for females, it is to be noted that they are only provided for the use of Europeans and Anglo-Indians.

*Provision for Women Doctors, trained Midwives and Dais.*—(iv) In Lahore there are only two or three midwives employed for attending to the maternity cases of Europeans and Anglo-Indians. It is deplorable that not a single midwife is employed on the whole of the N.W.R. system for the benefit of the thousands of Indian women.

The staff will be pleased to avail itself of the facilities, provided adequate arrangements were made to enable the Indian employees to utilize them.

We feel constrained to add that in Lahore the health of the Indian employees has been a secondary consideration with the administration. There are only two railway dispensaries situated near the European and Anglo-Indian quarters at a distance of about two miles from the city. Majority of the employees live in the city, and they have to incur conveyance expenses to get their medical treatment from medical officer in charge of the dispensary.

It is a painful fact that even in case of a serious illness a patient has to come to the dispensary for his medical treatment. The doctors do not attend even to the serious cases at the residence of the patient. We strongly condemn the present medical arrangements which are hopelessly inadequate. In ordinary cases a patient might be able to attend dispensary, but in serious illness it is next to impossible for the patient to attend dispensary to get himself treated. Reports and complaints often find their way to the waste paper basket. The medical officers act more like officers than medical men. The Indian employees are not quite satisfied with the present medical facilities. On a small station if an employee falls sick he has to wire to the medical subordinate, who attends to the patient if his engagements permit, he carries a small chest meant for the use of ordinary cases. In serious cases the patient is usually without any medical treatment, and is courteously advised by the doctor to go to the nearest hospital for his treatment.

In practice the privilege of free medical aid so extensively advertised by the railway administration, is candidly speaking, a check against the privilege of employees getting leave on medical certificates. We suggest better medical provisions for the staff and an appreciable increase in number of medical officers. There should be a fair number of visiting doctors who should attend serious cases of illness at patient's

residence, and, moreover, adequate facilities should be provided for Unani and Vedic treatment, which generally suit the temperament of Indian workers. Until suitable medical arrangements are made for Indians the strict procedure of medical certificates should be relaxed, which in the opinion of the Union is an additional harassment for the staff. If a patient prefers to be treated by an outside expert doctor or hakim, he should be encouraged by the railway, by accepting the certificate of his family doctor.

#### XIV.—Trade Combinations.

122. (i) The N.W.R. Union in 1920 won a signal victory after a protracted strike, and got its organization recognized by the Government and the administration.

The recognition undoubtedly was a source of strength to the Union, but the amount of co-operation essential on the part of the employers to substitute confidence and good will for distrust and discontent, was utterly lacking in its right essentials. This lack of real and sincere co-operation is not conducive to engendering a spirit of mutual co-operation and goodwill which is so essential to increase general efficiency and general output in a commercial concern.

We are of opinion that no worker is anxious to strike; all he wants is some sort of protection against any inroads being made on his individual rights and privileges, and for that he seeks the protection of the union concerned, but finds to his dismay that the employers resent his being a member of the association. The union itself disgusted with the attitude of the employers, are compelled to propagate for united action for the redress of just grievances. Of late there has been a deal of criticisms and comments for and against the strikes. It is hardly conceivable that a working man content with his lot in life, would recklessly face starvation and privation by joining his lot with the strikers. We maintain that co-operation between the organization of the workers and the employers, on the right lines, will eliminate the root cause of the general discontent pervading the minds of the workers.

Mutual agreements and promises to negotiate given to the union have not been very encouraging.

But in all fairness, we must admit that the N.W.R. administration has rigidly adhered to its policy of granting special leave, and passes to the delegates of union as per terms of the agreement. If the same amount of courtesy and consideration had been shown to the representations made from time to time, we dare say we would have now had a different tale to tell.

The position of a union in the eyes of the administration is at present guided by external elements such as the present economic condition of the country, unemployment, etc.

For instance, for each vacancy advertised in the press, hundreds of applications pour in—railway administration is fully alive to the fact and can without fear and cant, turn down the proposals or representations of the union.

*Methods of Negotiation in force between the Administration and the Employees.*—The governing body of the union passes resolutions embodying the grievances and the complaints of the employees. They are forwarded to the agent for disposal—every letter to the agent is duly acknowledged and replied—resolutions, although duly considered by the administration, very seldom elicit favourable replies. Rules for routine work are fully observed, but something more is required, we want sympathetic and just consideration of the demands of the workers. To attain this object so long as executive powers remain with the administration, it would remain an idle dream of the employees.

#### *Unemployment and its attendant evils.*

The complexity of the alarming problem of labour in India can be traced to the earlier system which arose from the first exploitation, which the capitalist considered an heritage of the old traditions, they were obsessed with the idea that an unlimited supply of labour, as nearly animal as possible, was necessary condition to nourish their exploitation, resisted education, resisted all organizations of its workers, underpaid them, and did not protect them from the rapacity of adulterating retailers, sub-landlords and every sort of middleman. It produced slums at every industrial centre, and it created swamps of agricultural labourers at the pauper level, slaves or peons, wherever it set up its plantations. The legacy which is left to the present generation is evidenced by the prevailing starvation wages and general poverty of the masses.

The world wide industrial awakening has had little or no effect in India from the workers point of view. The industrial magnates still hold the key of the situation, and are to all intents, virtual dictators in their policy of keeping the labour under hunger and whip. There is however a distinct departure from the old order of things but not sufficiently in conformity with the requirements of the present day creative industrialism.

It would be futile to tackle the problem of labour unless one makes a keen search for the root cause of the trouble which is responsible for tremendous poverty of the teeming masses of India. A passing reference to the present day condition of labour would reveal to an observant mind, that the system of education is largely responsible for the chaotic state of the workers (both manual and mental). Thousands of raw and motiveless youth are being turned out by our universities, they struggle perpetually for livelihood, and overcome with anguish and disappointments, they are driven by force of circumstances to accept starvation wages. They not only reduce the standard of living but on the contrary, actually help to tighten the grip of the employer over the employees, they have produced an economic problem which has become the corner-stone of the present day politics. We consider it expedient to open our observations with the foregoing remarks, because *inter alia* they establish three things, namely, living wages, relationship of employers and employees, and the growing discontent of the labourers attended with general dislocation of the industrial concerns.

Before coming to remedial measures to cope with the problems affecting the labour class in India, let us take a just measure of the above mentioned items.

### *Living Wages.*

An enormous bulk of motiveless youth who form an ocean of unemployed, reduce the value of the labour and tend to increase exploitation thus making the supply of labour a bidding market, where it is knocked down to the lowest bidder, under the hammer of economic exploitation. We find irrebuttable evidence in the industrial concerns showing that shoals of humanity on which the employers can prey upon at their sweet will, make the capitalist indifferent to the just demands of the workers. It is therefore obvious, that only legislation can save the situation which has become a menace to society. No tangible effort has so far been made by the Government to give adequate attention to this all important question. We have to thank the present system of education which has given birth to so many unemployed and thus weakened the power of the labour to assert its just right that is "a fair day's wage for a fair day's work."

### *Relations between Employers and Employees.*

We have already noted, that unemployment which breeds economic depression has a direct bearing on the question of relationship between employers and employees. The supply being greater than the demand the capitalists enjoy uninterruptedly the fruits of the heritage left by the system of exploitation prevalent in India from times immemorial. You solve the question of unemployment, then you have removed an avalanche of obstruction. With the elimination of economic depression, which is a natural sequence of the solution of the problem of unemployment the whole atmosphere becomes clear, and the better treatment of the employees by their capitalist dictators will necessarily follow. It is idle to beg for small mercies, in the absence of permanent understanding and of due recognition of mutual rights between the employers and employees. It goes without saying that as long as the employers can fish in waters of motiveless starving humanity, no understanding whether by agreement or legislation can be of durable character. There is no use of building the edifice of labour evolution on a false foundation. Any legislation which honourable members recommend should begin with the elimination of the root cause of the evil, that presents us with the horrible spectacle of half starved, half-clothed mass of humanity in this country.

*General Industrial unrest.*—In our opening paras we have referred to the general dislocation of industrial concerns, and a country-wide upheaval in labour world. The general strikes all over India in almost all departments of industrial concerns have their own meaning, that they are the outcome of the absence of good understanding between employers and employees needs no arguments. Generally speaking the tendency of the employers has been one of absolute indifference and apathy. The capitalists abhor formation of trade unions in India. Their dislike is evinced by the policy they have ruthlessly followed in suppressing the labour movement. Defeats after defeats were inflicted on the labour organizations, but the indomitable spirit which the workers possessed has never been conquered. Flesh and body have been starved out into submission, but the souls still remain invincible. The seriousness of the present situation cannot be denied. Conferences and mutual discussions cannot bridge the gulf that separates the workers from the employers. In the name of good will and peace in the country we ask for strong legislation to permanently cure the present defects which have not only undermined the healthy progress of the labour evolution in India. But have in their trail brought about discontent and distrust.

*Remedial Measures.*

1. Providing free technical and industrial education on a large scale by the Government.
2. Financing of industrial undertakings by the state.
3. Inauguration of "Unemployment Boards" in every province under Government control.
4. In view of the fact that the remedial measures are an all India question of no little importance, we feel constrained to confine ourselves to main points. As regards detail and methods, we suggest that Indian politicians and economists should be consulted to formulate an effective and workable scheme to cope with the tedious problem of unemployment in India.

*APPENDIX A.*

## SUPPLEMENTARY MEMORANDUM SUBMITTED BY THE KARACHI BRANCH OF THE N.W.R. UNION.

The supplementary memorandum has been necessitated by some grievances being peculiar to Karachi division. It is proposed to deal with a few subjects and a supplementary memorandum, mentioned in the commission's questionnaire with a special reference to the Karachi division of the North Western Railway system.

The Karachi division being at one extremity of the North Western Railway and the divisional office being situated at a distance of about 750 miles from the headquarters office, Lahore, there are less chances for the facts to get to the ears of the headquarters officials who mainly rely upon the reports of their assistants in this division.

**III.—Housing.**

16. For the purpose of giving an idea about the subject of housing we would divide the railway line into two categories, (a) railway centres situated in big towns or cities, (b) small roadside stations.

Limited number of houses are provided by the railway administration.

No houses are provided either by the Government or built by the workers themselves. Private landlords construct houses for the use of any member of the public in big towns on payment of rent and there is nothing like special provision of houses by private landlords for the exclusive use of the railway workers.

As regards the provision of houses by the employer at small road-side stations the number provided is insufficient at several stations. No additional houses are built where there has been an increase in the number of employees and therefore the employees are greatly inconvenienced at such places.

The present housing accommodation at various big railway centres on the division is also inadequate as compared to the number of employees who are entitled to free housing accommodation, leave aside the question of such employees who are not entitled to free quarters but stand in need of railway accommodation on payment of necessary rent due to difficulty felt in obtaining accommodation in the town. The difficulty is extensively felt in the Karachi port area which comprises the following stations:—Kiamari, Karachi Bunder, Karachi City, Thole Produce Yard, Hump Yard, Karachi Cantonment, and centres like Kotri and Sukkur.

Owing to the prevalence of high rents in the city of Karachi the Bombay Government were compelled to pass an Act, entitled "The Rent Act," a few years ago. On its expiry in January this year another private Bill was brought forward by Mr. Naraindas Anandjee Bechar, M.L.C., which was put on the Statute Book with the help of the Government of Bombay within three months after the extinction of the old Act. Residential tenements fetching rents of Rs. 35 or below are controlled by this Act. The usual rent for a house comprising two rooms 10 feet by 12 feet and 12 feet by 12 feet, with a bath, kitchen, and latrine accommodation in Garrikhata or Old Town, is about Rs. 35 to Rs. 40 a month. The rents in the suburbs for similar tenements vary from Rs. 25 to Rs. 30. At Kotri the town is situated at a distance of two miles from the station, and the road lies through dense bushes with the consequence that it is quite unsafe to walk over it specially after sunset. There have been cases of railway employees having been molested by ruffians on their way to town.

The town itself is in a dilapidated condition and any house which gets demolished on account of decay is not usually replaced thus there is practically no accommodation for outside residents in the town.

Owing to the inauguration of huge irrigation scheme, known as Sukkur Barrage, there has been great influx of people in Sukkur. Though the barrage authorities have

built their own town near Sukkur but a very good number of barrage employees still reside in the city on account of the insufficient accommodation in the barrage town and consequently the rents at Sukkur are very high.

At Kiamari the inferior staff have been accommodated in unserviceable railway wagons.

Attached herewith is Appendage I showing the following information for various big stations on the Karachi division which would give you an idea as regards the need of building quarters :—(a) number of superior staff employed ; (b) number of inferior staff employed ; (c) number of superior staff entitled to free quarters ; (d) number of inferior staff entitled to free quarters ; (e) number of superior quarters available ; (f) number of inferior quarters available. Programme of building quarters.

Though the Honorable Commerce Member told the Deputation of the All India Railwaymen's Federation on the 4th May last that within a period of two years, i.e., from 31st March, 1928, to 31st March, 1930, the railway board had decided to spend something like 1½ crores of rupees on housing accommodation for railway employees the progress on this division is very slow. The divisional superintendent informed the union of the coming years' programme of building quarters on the division which is reproduced below in a tabulated form :—

Station.	Superior.	Menial.	Probable Cost. Rs.
Karachi City .. .. .	5	15	60,000
Thole produce yard .. ..	nil.	2	5,000
Karachi Br. .. .. .	nil.	10	20,000
Kotri .. .. .	23	nil.	44,000
			<hr/>
Total			1,29,000

As regards housing accommodation for employees not entitled to free quarters but who stand in need of railway accommodation in view of the congestion prevalent in the city of Karachi there is particularly no programme for the next year or even a decade more. Though other bodies like Karachi Port Trust and Karachi Municipality are doing something in this matter. Copies of the communications addressed by the union to the divisional superintendent and his replies on the subject are attached as Appendage II.

*Accommodation.*—There are three types of quarters for menial and superior staff excluding the inspectors and senior subordinates.

In the past, for menials, one room 10 feet by 10 feet with a verandah 10 feet by 5 feet was provided without any kitchen, bath, or latrine accommodation. There are common privies for the use of the menial staff, and the purdah women are very much inconvenienced on this account. In cases of sickness the members of family are compelled to make temporary arrangements of latrines in their own quarters. Flat round earthen pots are used for this purpose which are very insanitary. The new scheme of accommodation provides one room and a court yard for the menial staff. The latter would also be used as a kitchen and bath. At Karachi City station owing to the dearth of railway land for building quarters it has been proposed to construct them in two-storey buildings. The most glaring defect in the new plan is location of latrines and water taps on the ground floor at some distance from the quarters. This would greatly inconvenience the employees residing in upper flats.

It is proposed that at least two rooms, latrines and water taps be provided in the menial staff quarters.

For superior staff there are two types. One for junior and the other for senior. The present accommodation in the type for juniors, is one room 12 feet by 12 feet and a verandah 12 feet by 6 feet with a courtyard. This is quite insufficient. At least two rooms with a store room and a verandah on both sides should be provided to secure privacy. Junior subordinates who come from middle class of people cannot afford to live in one room which is used as a store room, sleeping room and a sitting room both for men and women. If an employee has an elderly child, sister or brother, which is not uncommon in India on account of the prevalence of joint family system, the occupant of such a quarter is greatly inconvenienced.

*Repairs.*—No regular repairs are carried out and most of the houses need repairs. The present system of repairs is, that the works subordinate is written to by an occupant of a railway quarter through his immediate superior, and it is after a lapse of several months when the works subordinate finds time to look into the affair, and that too after receipt of several reminders addressed to him and his superiors. The repairs are not fully carried out. The case with menial staff is still worse, for they cannot write frequent letters to the works subordinate on account of their illiteracy. Their quarters go unrepaired for several years to the great discomfort of the residents. There are several huts made of sleepers which are never repaired.

In a city like Karachi or other municipal areas if a private landlord did what the railway administration are doing in connection with the repairs to quarters, the municipal authorities in the interest of the health of the residents compel such landlords to undertake immediate repair, or the municipal authorities would do so on their account. The railway administration feels immune from any such complaint on the part of their employees for it would result in the employees suspension and possible discharge in terms of agreement.

On account of the abnormal rains and floods in Sind this year, the whole province has suffered immensely, specially in damage to buildings. When the union made a representation that the quarters at Sukkur loco and traffic colonies were in immediate need of repairs on account of rains, etc., the railway authorities replied to say that the repairs would be arranged in due course. Official and non-official agencies, societies and individuals are engaged in reconstruction, specially with regard to housing, but the railway administration would not sanction a few thousand of rupees to make the quarters habitable. At Hump Yard (Karachi), several condemned quarters have been given to the railway employees. They lack latrine accommodation besides being very insanitary.

*Selection of Sites for Building Quarters.*—No consideration is bestowed upon this subject and neither the union nor the employees are consulted on this subject, with the consequence that the sites often selected for building quarters have proved inconvenient and un-economical to the residents. We will quote here a few instances :—

**Karachi City.**—About sixty superior units were built in 1923. The engineer in charge took no notice of the improvements that would be required in the railway yard on account of the growing commercial importance of the city of Karachi, and consequently constructed those quarters at a place which was, three years after, required for remodelling the yard, resulting in a loss of about four lakhs to the administration in demolishing them. Furthermore, the quarters were hemmed up by the rail lines. The new set of quarters which will be built in place of those to be demolished in the remodelling scheme would also be built surrounded by rail tracks. This has been a perpetual cause of accidents while going to the town on business. There have been 15 accidents during the last nine years on this account, to the employees moving to the city over the rail tracks, because the other routes are circuitous (details of persons who were killed or injured, are attached as Appendix III)\*.

**Hump Yard.**—The railway quarters are located in a triangular piece of land surrounded by rail lines which does not give free access to the town. Moreover they are built on low level with sea-tide water on both sides. The dampness has caused sickness amongst the employees.

**Karachi Cant.**—The traffic quarters are situated at a distance of one mile from the station with the consequence that they are quite unsuitable and though there is great dearth of housing accommodation in the city and cantonment, the employees are unwilling to put up in those quarters on account of their being out of the way.

Such defects could be pointed out at several other places.

*Chowkidars.*—Chowkidars, watchmen are provided to watch all the buildings, yards, sheds, shops, stations, etc., but no chowkidars are provided to look after the houses of railway employees who are away on duty at all hours of day and night and leave their families and valuables behind. There have been several cases of thefts at Karachi Cant., Kotri, and other places. At Kotri, the wife of an assistant station master was robbed of her golden bangles and other valuables at night when her husband was on duty at the station.

At Karachi City there have been innumerable thefts, and even murder of wife of a railway employee named Mr. Ganpatrai, a booking clerk, who was away from his quarters on duty. It was the opinion of the investigating officer and the court where the murder case was tried, that the culprits had jumped into the quarters of Mr. Ganpatrai with the intention of committing thefts, but had to commit murder of the lady to prevent her from raising cries and attracting people as she was found awake.

*Pooling of Quarters.*—Prior to 1st August, 1928, all railway employees who performed night duty, were given free railway quarters of 10 per cent. of their pay as house rent allowance in lieu thereof. The railway administration have now decided that the railway employees recruited after 1st August, 1928, or transferred from other branches to sections which carried the right of rent free quarters on account of night duty would not be granted any such concession.

The notification withdrawing the above privilege was published in the Railway Weekly Gazette issued by the railway administration in October, 1928, but was brought into force with retrospective effect from 1st August, 1928, which is quite illegal, but the railway administration are not afraid on this account.



This has resulted in a clear cut of 10 per cent. in the wages of the railway staff. The principle on which free housing accommodation was based in the past was the employees' duty at night time. The idea being to have him at hand and to facilitate his coming to duty at odd hours in the night and also to compensate him for the night duty.

In future, the occupants of the railway quarters would be required to pay rent to the railway administration, this, in addition to being a cause of discontent on account of the indirect retrenchment policy in the wages, would present a difficult problem at a roadside station, or at a place where the employee owns his ancestral house, for the rents in such localities would be cheap as compared with those payable to the railway administration for their quarters. In such cases the staff would be compelled, at roadside stations, to make use of the railway quarters on the ground that such quarters were built for the convenience of the employees. Let us take an instance. A station master who is supposed to be near the station for all the 24 hours so that he can be called in case of emergencies at any moment. Under the new scheme, if he resides at a station in the interest of service, but doesn't get a free house, he would be having a pecuniary loss in the shape of increased rent which he would be required to pay to the railway administration than what would cost him in hiring a house in the village.

There are no reasonable grounds for the cutting down of the house rent allowance which the night workers used to get. The night workers are paid no extra allowance than their colleagues in other branches operating during the day time only, and therefore the concession of rent free quarters to such classes of staff is very necessary and a compensatory measure.

*Policy of Distribution of Quarters.*—The policy of distributing quarters is quite different on this division than what is prevalent on other divisions. The system in the past had been, that the employees entitled to rent free quarters were given preference over such employees who were not due the privilege of rent free quarters. In the Karachi division, the administration have introduced two categories, namely (a) essential (b) non-essential.

The first category embraces all such classes of staff who are on running duty, heads of branches and the Anglo-Indians. The rest fall under category (b).

As far as the union is aware, the above classification has been introduced on the Karachi division only, and has not the sanction of the railway board or even the agent. This would show the extent to which the local officials interfere with principles of policy.

The railway board intended to draw up a scheme of construction of quarters for railway employees and consequently had asked the agents of different railways to work out their programmes of building quarters. As limited funds could be set apart for this purpose in the railway budget, the board desired the agents to divide the employees into two classifications for the purpose of building quarters. The classifications suggested were:—(a) Employees for whom quarters were essential (b) Employees for whom quarters were not essential.

The divisional authorities at once started disturbing the present classification by making the aforesaid changes. The new classification was brought into force immediately at Kotri.

*Forcible Ejections.*—Several employees were asked to vacate quarters. Some were asked to remove to inferior type of quarters. Those who were unable to comply with the orders immediately, were suspended from duty. It would be worth while to give a few details here:—

(1) Mr. Lilaram, Telegraph Supervisor ..	} Suspended from duty and removed to inferior type.
(2) Mr. Idandas, Ticket Collector ..	
(3) Mr. Thadharam, Ticket Collector ..	} Removed to inferior type.
(4) Mr. Topandas, Train Clerk ..	
(5) Mr. Parpiomal, Guard ..	
(6) Mr. Rochiram, Guard ..	
(7) Mr. Abdul Aziz, Guard ..	
(8) Mr. Sobhraj, Guard ..	} Turned out of quarters.
(9) Mr. Hukmatrai, Signaller ..	
(10) Mr. Hafiz Beg, Train Clerk ..	
(11) Mr. Khudabux, Ticket Collector ..	

The superior type of quarters which were vacated by the employees were reserved for Anglo-Indians and Christians. Some of these men were unwilling to have railway accommodation, but it was forced upon them. Consequently, Quarter Nos. 3, 4, 5, 6, 8, 13 and 14 were lying unoccupied in the block reserved for Anglo-Indians, but the rent is deducted from the salary sheets of those persons in whose names the quarters have been put on the register.

The cases of forcible eviction could be multiplied, but that would make the memorandum too bulky. We will pass over this point by quoting one more instance.

Mr. Udharam, A.S.M. (Thole Produce Yard), Karachi, was transferred as enquiry clerk at Karachi City proper. As an enquiry clerk he was not entitled to a free quarter. He was given three days' notice to vacate the quarter or else he would be suspended. As already observed in the note regarding the congestion in the city of Karachi, the gentleman could not find accommodation within three days' time, and had to burden a son of his distant relatives for a week or so till he could secure a house in the city.

When the union made a representation the divisional superintendent replied as follows. The agent, too, would not interfere :—

"Hony. Secretary, N.W. Ry. Union, Karachi, Your 25U/29 dated 21/3/29.

"I beg to inform you that the re-distribution of quarters at Kotri was absolutely necessary owing to the exigencies of service and as such could not be avoided.

"As regards the men who were placed under suspension they and the staff must clearly understand that a refusal to carry out an order is liable to have the effect of the employee's immediate suspension.

Yours faithfully,

Sd. E. A. ROKEBY,  
for Divl. Supdt./KYO."

The reply does not require any comment from us. There were no such exigencies of service in the other divisions.

There is no proper system of distribution of quarters even to such employees who come under the category of essentials. The welfare committees composed of subordinate officials commonly known on the N.W. Railway as ill-fare committees are empowered to distribute quarters. There is no fixed policy as intimated by the railway authorities to the union—which reads as under :—"There is no rule or rules laid down on the points raised by you, nor would be desirable to do so in view of anomalies which would arise. Each case must be viewed and decided according to its merits."

The whole system of distribution of quarters on the North Western Railway requires looking into.

### I.—Recruitment.

7. (ii) (a) There is no security of service on the North Western Railway, the cases of dismissal are few, but that of discharge in terms of agreement are too many and frequent. In case of dismissals, certain rules, for instance giving charge sheet, etc., have to be observed, but the discharge in terms of agreement obviates any such necessity. Herewith is an Appendage IV\* in which I have shown few cases collected by the union council which were embodied in the sub-committee's report appointed by the central executive of the union appointed in February last. It would give an idea of the extent and manner to which this evil is prevalent on the Indian railways. The cases of discharge in terms of agreement could be multiplied. The facts in the appendage are fairly exhaustive.

With the inferior staff the word security of service is quite foreign. Any moment the senior subordinate may ask any one to hand over charge and clear off. There are several hundred cases of this nature on the North Western Railway. Resignations on account of low wages and other factors, combined with discharges, do not allow room to the divisional offices to complete records such as history sheets, etc., of their menial staff.

We are tempted to quote here a peculiar case of discharge of shunting jemadar at Hyderabad. He obtained 20 days' leave of absence, but the station master made him write on the application that he would not demand any extension of leave. Unfortunately, the man stood in need of leave, and applied for same to the divisional superintendent, who sanctioned it. The station master, Hyderabad, discharged the man only with a view to maintain discipline, which really means to strike terror.

(iii) The service agreement on State railways should be dispensed with. In cases of retrenchment six months' previous notice be given to employees.

No one should be discharged or dismissed for ineptitude, bad work or other offence without first giving him a charge sheet and an opportunity to see the evidence against him and cross examine the witnesses. He should be permitted to have a solicitor or other representative before the enquiry committee to assist him or represent his case before the committee.

\* Not printed.

#### IV.—Health.

24. Medical relief on the North Western Railway is provided by the administration. It requires a good deal of improvement and special provision for women. The present management, with a chief medical officer as a principal officer under the orders of the agent, is defective, because the chief object of the new management, as has been proved in the working of this department, is to control absence from duty by way of putting unnecessary restrictions and influencing the doctors, rather than to provide a real relief to the sick railway employees.

The doctors do not usually visit their patients within the latter's quarters to avoid exposure and worry to sick persons in moving to hospitals, and also personally examine the surroundings and interior conditions of the quarters the patient is residing so as to enable him to concentrate on preventive measures. Arrangements should be made to remedy this defect, which can only be achieved if the medical officers are given liberal allowances, and not permitted to have private practice as is the case in Karachi municipality.

No restrictions to be placed on employees taking advantage of any other doctor than the one appointed by the railway, and his certificate (provided he is a registered medical practitioner) be accepted as is the case in other Government departments. The advantage of this system is obvious. An employee is able to consult an expert in a particular disease which every medical man cannot be.

#### V.—Welfare.

36. There are no proper facilities for education of workers. In loco. sheds schoolmasters are employed, but they do clerical work. They should be made to do their legitimate work, and in order to make the system of educating workmen a success, the schoolmasters should be given some reward for their abilities to coach up a candidate to pass a suitable educational test. Night schools to be opened in railway colonies.

(iii)\* The facilities in this direction are quite insignificant and racial discrimination is largely in evidence. The children of Indian employees are permitted in very rare cases to go to hill schools, and thus obtain a portion of the expenditure on their education, which is very freely given to the children of European and Anglo-Indian employees.

We will quote here a peculiar instance of racial discrimination in the matter of providing facilities for education of employees. At Karachi the children of Anglo-Indian and European employees are provided with a motor to take them to school and back. Such a car was refused to Indians in spite of two children having run away while on their way to school. The following reply, received by the union authorities to their representation, will give an idea of the racial discrimination prevalent on the railways. "Subject—School cart for children residing in Karachi City railway colony :—I regret that I am unable to agree to your request that the railway should provide free conveyance to school for children referred to."

Though a free conveyance costing something like Rs. 300 is provided at the same station (Karachi City) for the use of children of European and Anglo-Indian employees.

#### IX.—Hours.

(c) *Railways*.—73. (i) Eight in some cases and twelve in others ; (ii) About 16 hours.

75. The international conventions regarding (ix) hours, and (ii) rest days, have not been properly applied to Indian railways. The raising of 48 hours a week to 60 hours a week has a very bad effect on several branches of railway service, which were better off before the application of two conventions. The Washington and Geneva Conventions have been made applicable to North Western Railway only as a tentative measure. The following classes have been excluded :—(a) Running staff ; (b) Watchmen, watermen, sweepers, etc., who are declared to be essentially intermittent by the head of the department.

Most of the railway employees do not like the application of these two conventions as they are applied at present on the North Western Railway. There are two classes of workers (1) those whose duties are light, and therefore they are given 12 hours' duty a day (2) other normal workers for 8 hours.

The workers in the first category do not get the desired relief, and their duties still remain at 12 hours a day. So long as a person is required to go on duty it matters not much whether his work is intermittent or not. In practice, intermittent work is bad for an employee, as he feels uneasy without work, especially at night time.

Most of the workers, classed as intermittent by the railway administration, are not actually so. Let us take, for an instance, the duty hours of an assistant station master of a loop line, where he is required to perform 12 hours a day. In addition to passing trains he is required to do very much other work of keeping accounts of booking, etc. At places where the normal duty is eight hours, the revised duty list prepared by the administration in conformity with the international conventions is disliked by the employees. At certain stations like Karachi Bunder the goods clerks are required to work about 12 hours a day, till 10.30 p.m., though the duty list shows 10 hours work.

Before these international conventions were made applicable to the North Western Railway an employee got 24 hours rest every fortnight instead of week. A general roster of the revised duty hours is attached as Appendage V.\*

It will be seen from this appendage that an employee has to work 16 hours a day. We would illustrate this point. The roster of duty hours shows Mr. "A" to come to duty at 0 hours on Monday till 8, and again come to duty at 16 hours, and remain there till 24 hours to ensure Mr. "B" getting his 24 hours off.

At times, duties are arranged with three to four intervals of an hour or less without considering the volume of the work the particular employee is required to handle during those intervals. Even otherwise the short breaks serve no useful purpose and are of no benefit to the employees.

It is very essential to secure proper and generous application of international conventions. If an employee is given 24 hours off without putting into unnecessary trouble, about 14 per cent. increase would be required in the strength of staff. The figure may look excessive, but it has immense effect over the general leave reserve. On account of the healthy condition of staff, due to the application of international conventions, which are bound to result, the leave reserve could be appreciably curtailed. We would illustrate this point: the Karachi division had something like 27 per cent. leave reserve for station masters and assistant station masters. If the international conventions are properly applied, 14 per cent. would be required for giving weekly rest and about 16 more per cent. to meet other requirements of sickness, leave, enquiries and examinations, etc. There will be only increase of 3 per cent.

It is understood that the railway administration do not intend spending much money to carry out the international obligations. If any increase in expenditure is shown by the administration in this direction, with the present hours of work, it would be wrong to say that the expenditure incurred is in connection with giving relief under the terms of international conventions, but it would be an expenditure on bringing the strength of staff to the proper requirement of the section or branch.

The members of running staff stand in immediate need of application of the two conventions.

## XII.—Wages.

As much said on this subject would be little as compared with the enormity of the same. We intend dealing with the subject briefly in this memoranda. The present wages are quite inadequate. There is nothing like a living wage on the North Western Railway, except perhaps in case of officers and other subordinates of superior cadre.

The Agent's circular 1-E Part B of 1927 gives the scales of pay of the various class of workers on the North Western Railway, but is never liberally applied.

Usually a member of superior staff retires on Rs. 60 per mensem, and that of menial staff on Rs. 17 or 18. Appendage VI would give an idea of the percentage of staff who stand no chance of further promotion than the present pay. The policy during the last two or three years has been to abolish higher grade posts which would further bar chances of promotion. For instance, on the Karachi division 80 posts of relieving station masters are to be retrenched and substituted by relieving assistant station masters. The flow of promotion from assistant's grade to that of the station master is at the rate of three years, and it is calculated that for the coming 27 years no assistant station master can become a station master, for the present, relieving station masters will be posted at permanent stations, and their vacancies filled by assistants.

With the menials the case is still worse. They are required to live a better standard for they come in contact and work with middle class of people, employed on the North Western Railway. They are required to spend more than what they could earn, and consequently run into debt.

What is required on the North Western Railway so far as wages are concerned, is a progressive scale of pay without any bars to a handsome maximum, and with a living wage at a start to ensure better conditions of workers and increased efficiency for the administration.

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\* Not printed.

106. Fines are usually imposed without an enquiry. The drivers, firemen, mistries, mechanics are very heavily fined, and at times even to the extent of Rs. 10 at one occasion. Owing to the agitation in press and Legislative Assembly of the country there is a decrease in the fines, but the administration has now introduced a system of recording cautions for every little offence, and at the expiry of a year or so an employee is reduced, his promotion stopped, or some such other punishment awarded to him if he has five to six cautions in the Offence Register.

(ii) Other deductions are known as debits. There are cases where an employee drawing Rs. 60 or less had been debited something like 200 to 300. In certain cases the debits have even gone to a figure like 2,000. We would like our representatives to explain this matter fully in their oral evidence when called by the Commission, because there are several other factors worth considering which contribute towards infliction of such heavy debits. Few of them are (a) over-work; (b) inefficient watch and ward system; (c) no proper detection of crimes; (d) frivolous debits.

110. The superior staff are governed either by—(a) fundamental leave rules; (b) Civil Service regulations; (c) Revised Rules of 1920. For the staff appointed after 1st January, 1927, new leave rules are under preparation in the Railway Board Office.

The inferior staff are governed by the leave rules of economy.

If an employee could be spared on leave without engaging a relief in his place, he is given pay, provided he is due for leave, but the menial staff do not get leave.

As regards arrangements of granting leave, it is very defective, and the leave is very usually refused on occasions of sickness of a relative, marriages, deaths, or such other businesses.

*Conclusion.*—In conclusion we submit that a good deal more could be said on each subject of this questionnaire, but we have been very brief in our notes, and our representatives in their oral evidence would be able to supply further details.

#### APPENDAGE I.

Station.		No. of superior staff employed.	No. of inferior staff employed.	No. entitled to quarters.		No. of quarters available.	
				(Supr.)	(Infr.)	(Infr.)	(Supr.)
Traffic staff only.	Keamari	191	345	66	345	21	110
	Thole Yd.	55	71	30	71	6	35
	Karachi City	184	230	95	230	35	120
	Hump Yd.	20	60	20	60	6	35
	Karachi Cantt.	30	105	20	105	20	44
All employed combined.	Kotri	760	1,050	340	800	100	300
	Sukkur	325	650	140	500	55	150
	Rohri	800	1,450	400	1,150	100	350
	Ruk	46	145	42	145	25	59

#### APPENDAGE II.

*Letter No. IOU/29 dated 20th March, 1929, from the Hony. Divl. Secretary N.W.Ry. Union, Karachi to the Divisional Supdt., Karachi.*

*Re-building of quarters for staff at Karachi.*

With reference to your letter No. 702W/150/4 dated 11th February, 1929, I beg to say that the matter was brought to your notice in April, 1927, vide my letter No. 4U/27 dated 11th April, 1927. It is nearly two years and every now and then when a reminder is issued from this side, we are told that the matter is still under reference.

I do not know if that matter has received any serious consideration in the past but as far as our information goes, you intend to demolish even the present set of quarters in the Karachi City railway colony, on account of the remodelling of the

Karachi City yard. The scheme would lessen the housing accommodation for Karachi staff by about 80 superior staff units and nearly 325 inferior staff units, that is to say, the proposed scheme would unhouse about 400 families or nearly 2,000 souls.

Instead of building quarters for all classes of staff with a view to remove congestion from the city as well as to provide suitable housing accommodation for the railway staff employed at Karachi, an important business centre, we find that the present accommodation is being reduced.

The Government of Bombay, realizing the rapid rate at which Karachi is growing in size and population decided to depute an expert, Mr. Miram, Consulting Engineer with the Government of Bombay, to advise the municipality as regards the steps to be taken to avoid congestion. Mr. Miram recommended that the biggest employers of labour should build quarters to provide housing accommodation for their staff.

With this end in view, Mr. Cadel, the then Commissioner in Sind, called a conference in Government House. Railway, Municipality, and Port Trust were also represented. After thorough discussion of the matter, it was decided that the Railway Port Trust and the Karachi Municipality should build quarters for their staff.

The Karachi Port Trust have already taken steps by providing more up to date houses in Kiamari village. They are also busy working out a further programme of building quarters.

The Karachi Municipality are also ready with their plans and have decided to impose terminal tax on Kerosine oil and sugar to meet the expenditure on the proposed scheme.

It is only the railway who have to meet their obligations, but instead of making attempts to provide more accommodation, we find even the present accommodation is being reduced. Such a move on the part of the railway has naturally given us to infer that no real effort is being made to tackle the housing problem at Karachi.

I may remark at the outset that this question is not of general policy of building quarters for railway staff, which is under the consideration of the railway board or the agents. The question of building quarters at Karachi stands on an altogether different footing. Karachi is a city of growing commerce and is daily expanding. As the various railway administrations whose lines serve the metropolis of the Presidency, have individually, or in collaboration with the Bombay development department, built chawls to accommodate their staff, the N.W.Ry., should also do likewise.

The union council regrets to observe the attitude adopted by the railway authorities in the matter of removing congestion in the city. The matter should be freely discussed with union authorities who alone are able to apprise you of the actual needs and sentiments of the staff. However well intentioned an officer may be in his task of alleviating the conditions of labour, his judgment cannot be very sound until he consults the interests of labour, with the men concerned or their representatives, and bases his judgment on the experience so obtained. A glaring instance of official apathy is available in the site selected for traffic staff quarters at Karachi Cantt. which has not met with the Indian conditions of living, with the consequence the quarters at Karachi Cantt., instead of being hailed as affording relief in a congested town like Karachi, are disliked by the staff and no one would like to put up in them if one could avoid doing so.

Now the important point for decision is, what site have you selected to build quarters on? Whether that site is suitable from the staff point of view. My council would like you to communicate your proposals to us on this point, so that we can gauge opinion on the subject before you think of proceeding with the other details of the work.

The next point will be the number of superior and inferior units you intend to raise at once.

If you try to approach the question with the open heart and welcome co-operation from a representative body like a union, I can assure you that your proposals will meet with universal acclamation.

Awaiting an early reply.

*Extract from letter No. 702W/150 dated 15th August, 1929, from Divl Supdt. Karachi to the Divl. Secretary, N.W.Ry. Union, Karachi.*

It is proposed to build 7 superior (i.e., 5 at Karachi City and 2 at Thole Produce Yard) and 15 menial quarters at Karachi City and 10 at Karachi Bunder during next year.

## APPENDAGE VI.

*North Western Railway (Recognised and Registered) Union, Lahore.*  
*Statement showing number of posts of each cadre in different classes of railway service.*

Class of staff.	Pay.	Number of posts.	Percentage of staff who have no chances for promotion
<i>Way and Works.</i>			
Permanent way inspectors	625-25-675 .. ..	2	100 per cent.
	550-25-600 .. ..		
	475-25-500 .. ..	123	97.5 "
	400-25-450 .. ..		
	170-10-300-15-375 .. ..		
Sub permanent way inspectors. (Passed as permanent way inspectors.)	135 .. ..	5	
Sub permanent way inspectors. (Literate.)	60-2-90-2/8-110 .. ..	168	
Sub permanent way inspectors. (Illiterate.)	45-2-75 .. ..	13	
Inspector of works ..	475-25-550 .. ..	1	
	400-25-450 .. ..	4	75 per cent.
	170-10-300-15-130 .. ..	50	87.5 "
Sub inspector of Works ..	70-3-100-5-130 .. ..	67	25.4 "
<i>Loco.</i>			
Shed man, grade IV ..	225-25-350-15-365 .. ..	15	Reserved for Europeans and Anglo-Indians.
Shed man, grade III ..	175-25-300 .. ..	9	" "
Shed man, grade II ..	60-5-95-10-115-145 .. ..	27	" "
Shed man, grade I ..	50-5-75-10-110-5-125 .. ..	9	
Drivers, grade IV ..	140-10-220-230 .. ..	213	Reserved for Europeans and Anglo-Indians. 93 per cent. to shedman's grade IV.
Drivers, grade III ..	115-10-175-5-180 .. ..	44	Reserved for Europeans and Anglo-Indians. 79.5 per cent. to shedman's grade III.
Drivers, grade II ..	38-3-50-5-60-5-75 .. ..	69	60.9 per cent. to shedman's grade II.
Drivers, grade I ..	31-3-46-5-51-5-61-7-68 .. ..	580	98.5 per cent. to grade I, shedmen.
Shunters, grade IV ..	120-10-130 .. ..	27	Reserved for Europeans and Anglo-Indians.
Shunters, grade III ..	90-10-100 .. ..	15	" "
Shunters, grade II ..	0 15 0-0 1 0-1 1 0 .. ..	61	
Shunters, grade I ..	0 13 0-0 1 0-0 15 0 .. ..	637	13.7 per cent.
Firemen, grade IV ..	80-10-100 .. ..	125	Reserved for Europeans and Anglo-Indians.
Firemen, grade III ..	60-10-80 .. ..	69	" "
Firemen, grade II ..	0 11 6-0 0 6-0 12 0-0 1 0-0 14 0 .. ..	25	

## APPENDAGE VI.—contd.

Class of staff.	Pay.	Number of posts.	Percentage of staff who have no chances for promotion.
<i>Loco.—contd.</i>			
Firemen, grade I ..	0 8 6-0 0 6-0 10 0-0 1 0-0 11 0.	2,659	76·1 per cent.
Shed school masters ..	68-4-80-5-95.. ..	1	100 ..
	39-3-60 .. ..	12	87·5 ..
Fuel and stores clerks ..	68-4-80-5-95.. ..	3	100 ..
	39-3-60 .. ..	62	95·1 ..
Coal checkers and fuel clerks.	39-3-60 .. ..	120	100 ..
<i>Commercial.</i>			
Goods clerks .. ..	150-10-190 .. ..	7	
	105-5-140 .. ..	43	83·6 per cent.
	66-4-90 .. ..	168	74·4 ..
	33-3-60 .. ..	1,380	87·8 ..
Booking clerks .. ..	105-5-140 .. ..	14	100 ..
	66-4-90 .. ..	71	80·3 ..
	33-3-60 .. ..	809	91·2 ..
Parcel and luggage clerks..	105-5-140 .. ..	12	100 ..
	66-4-90 .. ..	69	82·6 ..
	33-3-60 .. ..	451	84·7 ..
Correspondence clerks ..	160-10-200 .. ..	1	100 ..
	100-5-140 .. ..	10	90 ..
	68-4-80-5-95.. ..	32	68·7 ..
	39-3-60 .. ..	106	69·8 ..
Ticket collectors .. ..	150-10-190 .. ..	8	100 ..
	105-5-140 .. ..	20	60 ..
	66-4-90 .. ..	97	79·4 ..
	33-3-60 .. ..	632	84·6 ..
Transit clerks .. ..	66-4-90 .. ..	1	100 ..
	33-3-60 .. ..	126	99·2 ..
<i>Transportation.</i>			
Station masters .. ..	200-10-250 .. ..	1	
	150-10-190 .. ..	17	
	110-5-140 .. ..	72	76·4 per cent.
	78-4-90-5-95.. ..	1,069	93·2 ..
Assistant station masters..	45-5-60-3-75.. ..	1,564	31·7 ..
Signallers .. ..	150-10-190 .. ..	10	100 ..
	110-5-140 .. ..	31	69 ..
	75-3-78-4-90-5-95 ..	92	66·7 ..
	63-66-70 .. ..	180	49 ..
	45-3-60 .. ..	697	74·2 ..
Train clerks .. ..	150-10-190 .. ..	2	100 ..
	105-5-140 .. ..	18	88·9 ..
	66-4-90 .. ..	51	64·7 ..
	33-3-60 .. ..	525	92·3 ..
Yard foreman .. ..	150-10-190 .. ..	2	100 ..
	110-5-140 .. ..	35	93·4 ..
	78-4-90-5-95.. ..	59	40·7 ..
	45-5-60 .. ..	54	
Engine time keepers ..	} .. ..	42	No further promotion, 100 per cent.
Engine time checkers ..			
Recorders .. ..			
Telephone clerks .. ..			



## APPENDAGE VI.—contd.

Class of staff.	Pay.	Number of posts.	Percentage of staff who have no chances for promotion.
<i>Transportation—contd.</i>			
Guards .. .. .	125-10-185-200-210..	253	Reserved for Europeans and Anglo-Indians.
	75-5-105-10-115 ..	392	Reserved for Europeans and Anglo-Indians. Direct recruitments are made in this cadre.
	40-3-60-8/3-68 ..	613	Usually direct appointments are made in the higher grade, 90 per cent have no chance for promotion.
	30-1-35 .. ..	94	
<i>Wagon and Carriage.</i>			
Train examiner, grade III	260-10-350 .. ..	19	
Train examiner, grade II	150-10-250 .. ..	42	55 per cent.
Train examiner, grade I ..	75-5-130 .. ..	195	78.5 "
Train examiner, clerks ..	68-4-80-5-95.. ..	1	100 "
" .. .. .	39-3-60 .. ..	24	96 "
Number takers and storemen.	31-3-40 .. ..	5	100 "

*Clerks.*—Clerical establishment of each office is given in the establishment rolls under each heading (Abstract). The working out of figures will take much time, however, the following can be taken as modest analysis of promotion to higher grade.

Head clerks, grade VI ..	285-15-330 .. ..	—	99.5 per cent.
Clerks, grade V .. ..	215-15-275 .. ..	—	98 "
Clerks, grade IV .. ..	160-10-200 .. ..	—	95 "
Clerks, grade III .. ..	100-5-140 .. ..	—	90 "
Clerks grade II .. ..	68-4-80-5-95.. ..	—	80 "
Clerks, grade I .. ..	39-3-60 .. ..	—	65 "

## APPENDIX B.

## SECOND SUPPLEMENTARY MEMORANDUM OF THE KARACHI BRANCH OF THE N.W.R. UNION.

Appendix B deals with some important subjects such as selection of managing staff, Workmen's Compensation Act, Trade Combinations with special reference to the attitude of the North Western Railway administration towards this union and gives an idea to the Royal Commissioners of the extent to which the workers on the North Western Railway are under-paid, consequently under-fed and insolvent.

## II.—Staff Organization.

The selection of the supervising staff is most defective and reacts to a large extent on the efficiency of service. The present system provides no chances for energetic and competent juniors to rise to higher posts by competitive examinations. The

posts in the supervising line are filled by selection. There is nothing like proper selection on the North Western Railway. In absence of competitive examinations the personal influence of the subordinate with the officials works to the advancement of an individual.

Practically no facilities exist for the training of workers. Some employees are being forcibly packed off to Kot Lakhpat training school at ages ranging from 30 to 50, while those who are anxious and capable of undergoing training in the various courses of the railway work are refused such chances. The Superintendent of the training school at Kot Lakhpat controls the whole show. Instead of giving training to as many new workmen as possible, the staff already trained are being sent up for refresher courses. Every year a calender is issued which gives names of employees of the whole North Western Railway system who are due to be at Kot Lakhpat school for refresher course after every 5 years.

The fact that more emphasis is laid upon refresher courses rather than training the members of the staff, and that the Superintendent of the School should be final authority to admit candidates for training in his school goes to prove that the administration are not anxious to provide chances for really worthy and capable workers to better their prospects by qualifying themselves in various duties of the railway system, and thus contribute towards the efficiency of the railway working.

### VIII.—Workmen's Compensation.

The Workmen's Compensation Act should be extended to other workers as well. In the railway, the workmen employed in the construction, repair or demolition of a building or bridges, are not eligible for compensation under the Act, for temporary disablement, unless the accident causes death or permanent disablement of the worker.

In fact, there is no reason for limiting the operation of the Act to a few classes of workers. The Act has never been misused by the employees, but scores of instances can be had in which the employers have, on account of the illiteracy of the workers or threats given to employees, that if they trouble the employer for compensation, they would not be given a job suitable to them, have misused the Act. A good deal of cases are decided by private agreements and then registered according to the law. It is very essential that all settlements should be made through the commissioner appointed under the Act, to avoid any possibility of a worker being coerced to enter into agreement with the employer in connection with the amount of compensation.

The Act is being very harshly applied in the railway. We will review here a few points :—

(a) In case of temporary disablement, the period an employee is in the hospital is treated as hospital leave under the supplementary rules, but in case of permanent or partial disablement, the period an employee is in the hospital is neither treated as hospital leave nor as leave due, but the allowances paid to an employee are deducted from the total compensation due.

(b) In some cases, wooden limbs are provided by the administration at the expense of the injured employees, cost of which is deducted from the compensation.

(c) A good deal of time is sometimes lost in getting such limbs from the manufacturers and the period spent in waiting for such a limb is treated as hospital leave and allowances paid are deducted from compensation.

All these things combined, leave very little for an employee as real compensation. Mostly two-thirds are exhausted in such deductions.

(d) A female employee should under the Rules of the Administration get herself examined by a male medical practitioner unless she pays the charges of examination by a female practitioner.

No one should be forced to undergo the treatment of the doctor provided by the employer. The first three lines of Section 11 (6) of the Act should be deleted, which are unnecessarily harsh. There have been no cases where an employee has shown his wilful intention to have an injury or increase the extent of injury with a view to getting compensation under the Act.

Associations like the union should be encouraged to take interest in cases of compensation under the Act, to their members and all facilities provided for correspondence, examinations and advice by the union.

### XII.—Wages.

With a view to giving some idea how adversely the present lower wages affect the employees in health of solvency, we append herewith a few statements showing actual income and expenditure of workers on the North Western Railway. They are not isolated cases, but are applicable to every individual worker on the North Western Railway. With a view to carrying on their unfortunate and miserable existence, the workers have either to dispose of ancestral property or fall into the clutches of money lenders, with consequences so disastrous which we cannot so easily describe in the memoranda.

#### STATEMENT OF INCOME AND EXPENDITURE.

(1) Name .. .. .	Gulabrai S/o Toursing.
Designation .. .. .	Assistant time keeper (works manager).
Place .. .. .	Sukkur.
Pay .. .. .	Rs. 60.
Less deduction on account of :—	Rs. a. p.
Compulsory deposit ..	5 0 0
Institute subscription ..	0 4 0
Stamp .. .. .	0 1 0
	<hr/>
	5 5 0
	Rs. 5 5
Net receipts .. ..	Rs. 54 11.

*Family members.*—Self, wife, widow mother, three sons (ages 12, 9 and 3 years), four daughters (14, 11, 5 and  $\frac{1}{2}$  years).

Service .. .. . About 18 years.

<i>Details of expenditure (average) :—</i>	Rs. a. p.
Flour .. .. .	19 4 0 (3 maunds.)
Rice .. .. .	12 8 0 ( $1\frac{1}{2}$ maunds.)
Ghee .. .. .	30 0 0 (15 seers.)
Fuel .. .. .	5 4 0 (6 maunds.)
Milk .. .. .	8 8 0 (1 maund 5 seers.)
Vegetables, dal, etc. ..	19 8 0
Sugar, spices, etc. ..	8 12 0
	<hr/>
	106 8 0
Rent .. .. .	10 0 0
Hindu marriage provident funds ..	3 0 0
Life insurance .. ..	7 0 0
School fees for children .. ..	7 0 0
Average clothing expenses ..	20 0 0
Washerman .. .. .	5 0 0
Barber .. .. .	2 0 0
Toilet .. .. .	2 0 0
Medicines, etc. .. ..	5 0 0
Social expenses .. ..	3 8 0
	<hr/>
Total .. .. .	Rs. 171 0 0

#### *Affidavit.*

I, Gulabrai Toursing, solemnly declare that I belong to a respectable Amil Family of Sehwan Sindh and I am living a very frugal life from the meagre salary I draw. Owing to the excess of expenditure over income I had to dispose of ancestral property consisting of two houses at village Arazi Taluka Sehwan District, Larkana. Owing to the prevalence of the custom of dowry I find it difficult to find a suitable match for my daughter unless I am prepared to pay about Rs. 2,000.

(2) Name	..	..	..	..	..	Fazal Khan.
Designation	..	..	..	..	..	Chowkidar (watchman).
Place	..	..	..	..	..	Ruk Junction.
Pay	..	..	..	..	..	Rs. 15.

*Family members.*—Self, wife, one son, two daughters.

<i>Details of expenditure (average) :—</i>						Rs. a. p.
Flour	..	..	..	..	..	7 0 0 (1 maund.)
Rice	..	..	..	..	..	8 0 0 (1 " )
Dal	..	..	..	..	..	2 8 0 (½ " )
Spices, etc.	..	..	..	..	..	0 8 0
Clothes	..	..	..	..	..	2 0 0
						Rs. 20 0 0

Net deficit per month, Rs. 5.

*Affidavit.*

I, Fazal Khan, solemnly declare that I am passing a miserable existence. I and my family members have never tasted meat, vegetables or milk, etc., unless some Babu is kind enough to favour us with some from his own house on account of my obedience and willingness of work.

*Affidavit.*

I, Gobindram, Luggage Clerk, Ruk Jn, solemnly declare that Fazal Khan, Watchman of Ruk Station, is in a miserable condition. One day I saw his son on the station platform. The child had boils on his legs and was very much troubled by flies. Fazal Khan was requesting the vendor to give him a loan of anna one, which the vendor was hesitating to do. When I saw this I at once threw two anna pieces to Fazal Khan and said to him that he might go and buy oil out of it and apply to the legs of the child.

(3) Name	..	..	..	..	..	Sanwal.
Designation	..	..	..	..	..	Coolie No. 1733 (carriage and wagon shops), Sukkur.

						Rs. a. p.
Pay (12 annas per day), i.e.	..	..	..	..	..	22 8 0
Less for Holidays and Sundays, average	..	..	..	..	..	
five per month, i.e.	..	..	..	..	..	3 12 0
Net receipts	..	..	..	..	..	Rs. 18 12 0

*Family members.*—Self, wife, mother, sister, three sons (4, 6 and 8 years).

<i>Details of expenditure :—</i>						Rs. a. p.
Flour	..	..	..	..	..	15 0 0
Rice	..	..	..	..	..	5 0 0
Rent	..	..	..	..	..	4 0 0
Ghee (vegetable)	..	..	..	..	..	5 0 0
Vegetables, dal, etc.	..	..	..	..	..	7 0 0
Other expenses	..	..	..	..	..	5 0 0 (Fuel, Kerosene oil, etc.)
Clothing	..	..	..	..	..	5 0 0
Total	..	..	..	..	..	Rs. 46 0 0

Loans to pay Rs. 300 to various banias.

*Affidavit.*

I, Sanwal, solemnly affirm that on account of low salary I and my family members do not get sufficient food. There are several things like mutton, sugar, etc., which we use on Idd and such holidays only. I cannot afford to send my children to school. The period of pay days is very troublesome to me, for several banias threaten me with civil proceedings and all other sorts, for I am unable to pay for my living expenses, what can I do to redeem the debt which goes on increasing every day?

- (4) Name .. .. . Mohd. Usif S/o Piaro.  
 Designation .. .. . Loharkhana (blacksmith) No. 15  
 (carriage and wagon shops),  
 Sukkur.

	Rs.	a.	p.
Pay (Rs. 2-6 annas per diem.), i.e. ..	71	4	0
Less deductions on account of holidays, etc. .. .. .	11	4	0
Less deductions on account of absence due to sickness, three days ..	7	2	0
Less deposit deductions .. ..	4	7	0
	Rs.	22	13 0

Net receipts .. Rs. 48 7 0

*Family members.*—Self, wife, three daughters, one son, mother.

<i>Expenditure :—</i>	Rs.	a.	p.
Flour .. .. .	14	0	0
Rice .. .. .	7	0	0
Vegetable, ghee .. .. .	12	0	0
Dal .. .. .	5	0	0
Spices .. .. .	2	8	0
Kerosene oil .. .. .	1	8	0
Vegetables .. .. .	12	0	0
Fuel .. .. .	3	0	0
Milk .. .. .	5	0	0
Sugar .. .. .	2	0	0
Clothing .. .. .	7	0	0
Education expenses of one son ..	5	0	0
	Rs.	75	0 0

Loans to pay to various banias, Rs. 900.

A portion of loan was taken to construct a mud house on the ancestral land in the town of Sukkur, the rest to meet the expenses of living which are over the income.

- (5) Name .. .. . Nabi Bux.  
 Designation .. .. . Fitter Coolie No. 2172 (work-  
 shop), Sukkur.

	Rs.	a.	p.
Pay (Rs. 1-2 annas per day) i.e. . .	33	12	0
Less holidays, average five .. ..	5	10	0
Less sickness, three days .. ..	3	6	0
	9	0	0

Net receipts .. Rs. 24 12 0

*Family members.*—Self, wife, one son, two daughters.

<i>Expenditure :—</i>	Rs.	a.	p.
Flour .. .. .	13	0	0
Rent .. .. .	3	0	0
Rice .. .. .	8	0	0
Ghee .. .. .	5	0	0
Vegetables .. .. .	6	0	0
Kerosene oil .. .. .	1	0	0
Fuel .. .. .	2	0	0
Spices .. .. .	1	0	0
Clothings .. .. .	5	0	0
	Rs.	44	0 0

Loans to pay Rs. 250.

(6) Name .. .. . Abdul Aziz,  
Designation .. .. . Painter (carriage and wagon  
shops), Sukkur.

	Rs.	a.	p.	Rs.	a.	p.
Pay (Rs. 2-8 annas per day), i.e.				75	0	0
Less deduction on account of holidays, average five	12	8	0			
Less deduction on account of sickness, two days..	5	0	0			
				17	8	0
Net receipts				Rs. 57	8	0
Less deductions on account of attach- ment for loans taken before ..				35	0	0
				Rs. 22	8	0

*Family members.*—Self, wife and mother.

<i>Expenditure :—</i>				Rs.	a.	p.
Rent	..	..	..	4	10	0
Flour	..	..	..	10	0	0
Rice	..	..	..	6	0	0
Ghee	..	..	..	9	0	0
Fuel	..	..	..	3	0	0
Dal, vegetables	..	..	..	12	0	0
Washerman and barber	..	..	..	2	0	0
Milk	..	..	..	4	0	0
Sugar, spices, etc.	..	..	..	2	0	0
				Rs. 52	10	0

Loans to pay to the extent of Rs. 200 to various banias.

(7) Name .. .. . Khemchand,  
Designation .. .. . Goods Clerk, Karachi Br.

							Rs.	a.	p.	
Pay	..	..	..	..	..	..	60	0	0	
Add house rent allowance				..	..	..	7	8	0	
Add Karachi compensatory allowance						..	10	0	0	
Total			..	..		Rs.	77	8	0	
Less deductions:—						Rs.	a.	p.		
Deposit	..	..				5	0	0		
Institute	..	..				0	4	0		
Union	..	..				0	4	0		
Stamp	..	..				0	1	0		
								5	9	0
Net receipts				..		Rs.	71	15	0	

*Family members.*—Self, wife, mother and two sons.

<i>Expenditure :—</i>				Rs.	a.	p.
Flour	..	..	..	15	0	0
Rice	..	..	..	11	0	0
Ghee	..	..	..	17	0	0
Dal, vegetables, etc.	..	..	..	15	0	0
Milk	..	..	..	7	8	0
Washerman and barber	..	..	..	6	0	0
• Sugar, spices	..	..	..	3	0	0
Fuel	..	..	..	5	0	0
Kerosene oil	..	..	..	3	0	0
Miscellaneous	..	..	..	2	0	0
Rent	..	..	..	23	0	0
Clothing	..	..	..	10	0	0
Insurance and mutual help fund	..	..	..	15	11	0
Medical	..	..	..	5	0	0
Social	..	..	..	5	0	0
Total	..	..	..	Rs. 143	7	0

(House controlled by  
Rent Act.)

(8) Name .. .. .	Shaykatraj.
Designation .. .. .	Train Clerk, Thole, P. Yard.
	Rs. a. p.
Pay .. .. .	66 0 0
Karachi allowance .. .. .	10 0 0
	Rs. 76 0 0

Less deductions :—	Rs. a. p.
Deposit .. .. .	5 8 0
Institute .. .. .	0 6 0
Union .. .. .	0 6 0
Stamp .. .. .	0 1 0
	6 5 0

Net receipts .. Rs. 69 11 0

*Family members.*—Self, wife, five sons (studying 1-III Eng., 2-II Eng., 3-IV Ver., 4-I Ver.), two daughters.

<i>Expenditure :—</i>	Rs. a. p.
Flour .. .. .	17 8 0
Rice .. .. .	12 0 0
Ghee .. .. .	10 0 0
Vegetable, dal .. .. .	15 0 0
Milk .. .. .	7 8 0
Kerosene oil .. .. .	3 8 0
Fuel .. .. .	5 0 0
Washerman .. .. .	4 0 0
Sugar and spices .. .. .	3 8 0
Barber .. .. .	3 0 0
Clothing .. .. .	12 0 0
Marriage fund .. .. .	2 0 0
Children school fees .. .. .	6 11 0
Children schools books .. .. .	7 0 0
Miscellaneous .. .. .	3 0 0
	Rs. 111 11 0

#### APPENDIX D.

#### SUPPLEMENTARY MEMORANDUM PREPARED UNDER THE INSTRUCTIONS OF THE WORKING COMMITTEE, FEROZEPOR BRANCH N.W.R. UNION.

##### I.—Recruitment.

Recruitment in different cadres on this division is occasionally made with due regard to the following points, as per rules in force.

- (1). Personality. (2) Educational qualifications. (3) General intelligence. (4) Handwriting. (5) General appearance. (6) Ability in athletics and games. (7) Age.

But we see that more importance is attached to the unnecessary and self made questions, such as theatrical vocation, dancing, acting and singing.

As a rule, all things being equal, sons of railway employees should be given preference, but in practice no heed is paid to this most vital and important point.

The main remedy for the safeguard of the interests of railway employees lies with the reservation of posts to be filled in, in different cadres in the railway, and it is suggested that at least 50 per cent. of the posts be reserved for the sons and dependents of railway employees.

*Agreement on Confirmation.*—An employee is confirmed in his appointment, from the date he has started working, against the permanent vacancy, subject to the provision that he completes satisfactorily 12 months service on the post. He is required to fill an agreement bond.

By this act, in a broad light sense, ones appointment is made more firm and stable, but in a true sense it is never achieved at because he has to ever remain under the yoke of the conditions laid down in it regarding termination of service on a month's pay in lieu of notice.

This is more than sufficient to turn him out at the wish of an officer, regardless of his long, faithful and efficient blotless service with no right to appeal.

*Relations Generally.*—The relation between the employers and employees on the railway is rather bitter, because the officer knowing that his powers will not be questioned, naturally assumes autocratic temperament and in cases, takes judicial powers in his hands, and comes at once to blows, abuses and harsh words to his subordinates.

Such is the case with literate employees, the case of illiterate staff, whose poverty compels them to suffer and not to speak or protest can easily be imagined. They are scolded every day and treated like dumb driven animals.

Because of such self acquired and undisputable powers, the discontentment prevails and is often the cause of inefficiency of work; it also leads to strikes and suchlike disturbances. What is wanted is a thorough training of officers to behave subordinates rightly and justly and appointment of an arbitration board consisting of equal numbers of officers and representatives of employees, with head of department (not below the rank of a divisional superintendent) as a chairman to decide suchlike disputes between officers and employees.

## XII.—Wages.

Generally speaking, the wages of the staff employed on the railway is much less than the requirements for an ordinary human life.

The railway employees are divided into two major heads, i.e., menials and superiors.

\*Menials.—They are usually started on Rs. 15 p.m. and 70 per cent of them rise up to Rs. 19 p.m., 15 per cent. up to Rs. 23 p.m., 10 per cent. up to Rs. 36 and 5 per cent. Rs. 45 p.m. Thus the average monthly wages per head comes to Rs. 20.25 and the average monthly expenditure to keep ones soul and body together, is Rs. 33-8 annas for self, wife and one child.

The railway population of Ferozepore division is about 8,000, of which 6,000 belongs to this class, in other words, the majority of railway employees do hardly pull on, their livelihood as stated above and thus they are debarred from social enterprises, education, etc. etc.—and are being degenerated day by day.

Superiors.—They are all middle class men and on this division nearly 75 per cent. of them go up to a maximum of Rs. 60 p.m., 15 per cent. up to Rs. 95 p.m., 7 per cent. up to Rs. 140 and 3 per cent. upwards, and thus monthly wages per head come to Rs. 63.95 and the average monthly cost of living Rs. 58 p.m. for husband, wife and one child.

In addition to this they have to meet with the expenditure incurred in performing social functions and educating their children to which the office clerks of the divisional superintendent's office are mostly victim. They have to lead more expensive city life, pay exorbitant rents for the houses they occupy, and pay more for their clothings and other suchlike accessories as they have to remain in touch with the officers.

Wages of the staff therefore should be fixed in such a manner that every employee may cope up with daily requirement of his life, and the social standing in which he is placed, and to necessitate this, an increase of 20 to 30 per cent. of pay should be made.

*Increments.*—They are governed by the graded system of promotion and are granted as a matter of course, unless withheld for misconduct or unsatisfactory work, but the grades of pay are so formed that menials reach the maximum of 1st grade in four years and the superiors from seven to ten years, after which one has practically to wait for years and years for the next grade. Scope of getting it is so small, that majority of them have no opportunity till they retire from service on completion of 30 years service or 55 years of age. They have therefore, to live on a scanty pay, with innumerable sufferings and poor nourishment of themselves, their families and their children.

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\* Majority of this Staff have got 4 to 7 Children.



For the betterment of the employees it is desirable that the graded system be replaced by the time scale of pay with efficiency bars where necessary at proper stages.

*Promotions.*—They depend on vacancies in the respective classes and proved fitness for higher employment based on selection. Seniority itself is no qualification for such promotion. The word selection conveys such a broad sense of meaning that it cannot be justly used unless it is fully defined. As its sense varies with the wits of an officer making selection, it is natural that likings of all human beings are not the same. It follows that a man fit for promotion in one's views, can be totally unfit for the same in another's view points and it actually happens.

*Leave.*—(a) Leave rules are embodied in Fundamental Rules which are applicable to all Government employees, subject to certain exceptions made by the local Government (railway board)—such as Indian loco running staff, and all other menials—transportation and carriage menials are however granted leave subject to the restriction that no extra cost is imposed on the State.

As the menials are mostly sufferers in every respect, the restriction above imposed should be waived of and all the staff, whether superior or menial, should get full privilege under Fundamental Rules.

(b) Grant of leave earned under Fundamental Rules.—The grant of leave is so restricted that a very small percentage enjoy the full allotment, due to (a) there being no proportionate strength of leave reserves sanctioned (b) not being spared when one is in need of it owing to the defective management.

After 11 months duty, one earns one month's leave on full pay and two months leave on half pay, or three months leave of absence in all. This full allotment cannot be allowed to all unless there exists a sanction of at least 20 per cent. of leave reserves. These leave reserves should be fully coached up in different duties of the cadre to which they are attached so that there might not be any difficulty in sparing the man applying for leave.

*Passes.*—Passes are said to be a very liberal and extra concession to the railway employees, but the rules regarding their grant are so stringent and stiff that to avail of them becomes a calamity. One has to care more for the pass or pass receipts than anything else as the loss would deprive him of this privilege from six months over the home line and one year over the foreign lines, in addition to a penalty of Rs. 2 per pass or receipt lost and if unfortunately or due to unforeseen circumstances the receipt is delayed even for a day after one week of the expiry of available date of the pass, one is to undergo a penalty of Rs. 2 per pass receipt.

(a) They cannot be claimed as right.

(b) Their issue is limited to a very small number in a financial year, and once they are issued, they are not cancelled, but counted against one's annual allotment, irrespective of the fact that they were not used due to some change in private affairs.

(c) Passes applied for, though not inadmissible, can be refused if considered unreasonable.

(d) Privilege passes are not issued for sons above the age of 18 though wholly dependent and residing with the employee. Generally, they complete their education etc., at the age of 24.

(e) Passes cannot be exchanged for tickets of higher classes on payment of difference of fares.

(f) Travelling without a ticket or pass by a railway employee is treated as a gross offence, and one who is found travelling without a pass or ticket third time in his whole service is dismissed, and there are a lot of punishments of minor offences.

Had there been a public man instead, he would be made to pay fare and penalty only. No matter if he is travelling without a ticket for the hundredth time.

It is therefore desired that either the concession be altogether withdrawn and the wages brought on equal footings with other Government departments, or the concession be granted in its full meaning and the number of passes be made unlimited over the home line.

*Housing.*—Housing arrangements for the staff employed on Ferozepore division are not at all satisfactory. Quarters for officers are built at much more expenditure than those of subordinates as per detail below.

Officers quarters cost Rs. 18,286. Subordinates, European, Rs. 11,140. Subordinates, Indian, such as S.M.S. and commercial clerks, Rs. 2,755. Menials Rs. 615.

Requirement of quarters for officers is at once attended to, but that of others is altogether ignored. In 1927, Divisional Superintendent, Ferozepore, agreed to look into the question of building quarters for staff who have not got them, but no attention has yet been paid though in reference to it. Two officers bungalows have recently.

Carriage and wagon staff at Jullunder City, are provided with quarters made of condemned wooden sleepers which are quite unsuitable and leak badly during rains. Their roofs are made of tin sheets which transmit cold in winter and heat in summer. They are too small to accommodate even a very small family. The quarters at Ferozepore and Jullunder sheds are not sufficient in number to provide accommodation to all the staff entitled to them, and the same can be said of quarters for transportation staff at Ferozepore and Bahawalnagar.

On the recent centralization of pumping staff at F.Z.R. a good number of loco staff with service from 10 to 26 years were made to vacate their quarters to provide the newcomers with them. This also lead the owners of private houses to increase the rents up to cent per cent. increase.

The divisional superintendent's office clerks are not supplied with quarters, and the rent of buildings in the town has gone too high to introduction of divisional scheme. Opening of Canal Head Works, Transfer of Accounts, Section of Military Accounts department, etc. etc., and it has now become hard to meet up the requirement in this respect.

To improve the situation it is considered necessary that the Indian type quarters should be built in such a way to accommodate a family on the modern fashion. With due regard to the status of an employee, they should at least consist of two main rooms, 1 drawing room, 1 kitchen, 1 bath room, 1 store room with a courtyard, due regard being given to Purdah. A separate latrine to be provided with each quarter.

The quarters should be provided to all those who are entitled to them, but have not yet been supplied with, they should also be built for office clerks and rent recovered at the rate of 4½ per cent. of salary. If in any case clerks are not provided with the quarters, some special allowance should be sanctioned. for the time being.

*Sanitation.*—Much attention is paid to the sanitation of officers' bungalows and roadways, at the risk of Indian subordinates and menials, their quarters are not well lighted and cleaned, the drainage is also not attended to.

At Bahawalnagar and Ferozepore where there are European and Anglo-Indian staff employed, sanitary staff is engaged, but at Jullundur and Pakpattan none is appointed to look after the sanitary condition of the Indian quarters.

The supply of water for carriage staff at Jullunder is inadequate as there is only one hydrant for 130 men employed and their families. Suitable bathing arrangements for loco and carriage staff at Ferozepore have also not been made.

There is no sanitary inspector provided on this division to see the sanitary conditions of roadside stations and quarters.

*Education.*—There is no arrangement from the administration on this division for the education of children of their Indian employees, nor any aided school exists for them. There is, however, a school at Ferozepore for the children of European and Anglo-Indian employees.

The poor wages paid to the majority of Indian employees on this division debar their children from getting proper education, and the proper facilities if provided to the staff will be welcome.

There are hill schools provided at certain hill stations, but the benefit of that is derived mainly by European and Anglo-Indian staff.

Unless the similar kind of schools at hills and plains are opened for Indians on the same basis, their educational standard cannot be raised.

*Recreation.*—The administration on this division has provided institutes both for European and Indian employees, at Ferozepore Cantt. and Bahawalnagar. Their expenditure is met from the fine fund and subscription from the members.

The grant of both kinds of institutes is nearly equal, but as the fine fund comes mainly from Indian pockets the grants to the Indian institutes should be more liberal and in proportion to the sums collected.

Ferozepore division consists of branch lines and roadside stations with six sub-divisions, but only the staff at two stations get benefit, and others are altogether deprived of this though they pay more than their quota in shape of fines.

To meet the demand of thousands now deprived of this benefit, it is essential that at least a divisional touring library consisting of books, journals and other periodicals be started.

The Indian institute at Ferozepore is situated near the Cantonment Station. The majority of its members live in the city at a distance of about three miles, and as such they practically do not utilize the institute. A club is therefore necessary to be started at Ferozepore City.

*Hours of Work.*—The recent policy of the administration in this respect is to fix 60-hours duty per week (6 days) and to allow a 24 hours continuous rest after this, but this is applied only to the staff in loco sheds, carriage and wagon departments, and at stations where there are six trains running each way.

All other staff in this division are not allowed to avail themselves of this concession, specially signal and interlocking staff.

Duty rosters of staff have been arranged in such a way that there are many doubles and night duties to perform.

This system is not likely to be introduced on the roadside stations on this division which happen to be nearly 125 out of 200, where the staff have to remain on duty for longer periods which on occasions go up to 24 hours.

The duty hours of office clerks are six hours a day, but due to shortage of establishment they are supposed to sit longer periods. In cases they have to attend on Sundays and other holidays. Even head clerks such as Mohan Singh, office superintendent; Munshi Ram, Head "P"; Ram Rang, Head C; Sewa Ram, sub head accounts; Ram Lal, Head W. & W.; Vir Singh, head drawing; Trilok Chand, S.P. clerk, etc. etc., are not spared at this.

If it is desired to give full effect to the Geneva and Washington Conventions, sufficient extra staff of every class and cadre should be engaged and if in any case in the interest of service one is made to work for longer periods, overtime allowance should be paid.

*Punishments and Appeals.*—Punishments are not uncommon in railway, there are hundred and one kinds of them in force—A railway officer is at the same time an accuser and a judge. Appeals are therefore not entertained, and if done so they are rejected in the first instance in a stereotyped reply, "Orders Stand," threats of severe punishments, etc. etc., are given if the so-called party at fault appeals again—no matter how trifling the matter be.

It is the right of every man to appeal against punishments inflicted and the justice demands that appeals must not go to the officer inflicting punishments.

It is therefore desirable in the name of harmony and goodwill that all appeals in the division should be heard by any other officer above the rank of officer passing orders of punishment.

These appeals should be dealt with in a separate branch of the office and they should not go to the section where the punishments were originated.

*Union Activities.*—Railway administration has no doubt provided certain facilities for the carrying of union work, but on the Ferozepore division the delegates are not spared to attend meetings, the result is that prior to May, 1929, down 8 months, not a single monthly meeting could be held for want of quorum and it was once thought that this action of the authorities was going to break up the organization in the division, the President of the union, saw personally Divisional personnel officer of the division at every occasion, but could not elicit any hope, though in a deputation with the divisional superintendent, hopes were given to spare delegates.

It is provided in the notes for the guidance of officers in dealing with the union that passes to district secretaries be given when on union business, but such passes were refused on this division. It is also observed that a member taking active part in the union often finds he is handicapped and is removed from that place.

Driver Sher Mohd of Pakpattan, who wished to organize union was transferred from that place.

Though it was thought by the officers a blockade to the recruitment of union members and development of its activities, but the devotion of the enthusiastic members under the guidance of Dewan Chaman Lal, M.L.A., President of the union on reorganization is attracting more members on this division day by day.

#### *Summary of Main Recommendations.*

*Recruitment.*—50 per cent. of the vacancies to be filled in by sons and dependents of railway employees possessing qualifications up to the mark.

*Service Agreement.*—Detention of para. 3 (a) of the Service Agreement Board.

*Relations Generally.*—Thorough training of officers to behave rightly and justly with their subordinates and appointment of arbitration board to decide the

*Wages.*—Increase in pay from 20 to 30 per cent.

*Increments.*—Abolition of graded system and introduction of time scale of pay.

*Promotions.*—To fill up higher appointments through competitive examination, open to employees of every class and cadre.

*Leave.*—Appointment of 20 per cent. of the strength as leave reserves and extension of Fundamental Rules to menials and Indian loco running staff.

*Passes.*—Withdrawal of concession altogether and to bring pay on equal footing with that of other departments or grant unlimited passes with abolition of punishment clause.

*Recreation.*—Introduction of touring Library car and provision of a club at Ferozepore City.

*Hours of Work.*—Extension of Geneva and Washington conventions to all employees and to grant overtime allowances for those working in excess of their duty hours.

*Punishment and Appeals.*—Punishments to be minimised and appeals to be heard by officers above the rank of punishing authority and creation of an appeal section in the divisional office.

*Housing.*—To build up houses for employees on modern fashion according to the status of the employee. To build houses for clerks of the divisional superintendent's office on  $4\frac{1}{2}$  per cent. rental basis and till such time houses are not built, to pay allowance.

*Sanitation.*—Appointing sanitary inspectors for Jullundur and Pakpattan sheds and roadside stations.

*Education.*—To open schools for Indians at hill stations and plains on basis of European and Anglo-Indian employees.

*Union Activities.*—Full co-operation of officers with all kinds of facilities to the union members.

Mr. M. A. KHAN, PRESIDENT AND GENERAL SECRETARY, THE  
GENERAL WORKERS UNION, NORTH WESTERN RAILWAY, LAHORE.

#### A BRIEF HISTORY OF THE LABOUR MOVEMENT IN THE PUNJAB.

Due to the Great War, the prices of articles had risen up so high that the wages given to the railway employees before 1914 were quite incompatible with the living conditions in 1920. Wheat was being sold at 5 seer a rupee. Long cloth commonly used by Indians was sold at Re. a yard instead of 4 annas per yard. House rents had also risen. As a matter of fact the value of a rupee was equal to 4 annas in 1920, as compared with that of 1914, but the railway authorities would not move an inch even in the direction of considering this question of economic rise in prices, and grant any promotion to the staff who was suffering badly under starving conditions. At Saharanpur, the European Guards with one Indian guard combined together in 1919 and sent a telegram to the traffic manager, Mr. V. H. Bolth, to grant them an increase of 25 per cent. Mr. Miller was located by the authorities as chief mischief-monger of the time and dismissed from the services. The European guards backed out with the fear of victimization and left Mr. Millar and the Indian guard alone. But as the economic trouble was equally affecting the Indian staff also, so the Indian staff at Saharanpur came out under the leadership of P. Kanwal Nabh Guard as protest against the dismissal of Mr. Millar, and struck work demanding an increase of 50 per cent. At the same time Bhatinda, Ludhiana and Ambala also joined in the strike. But as it was not an organized effort, the strike at these places collapsed after 13 days, and the leaders of the strike were harshly treated. But later on they came to Lahore and put in an organized effort by propagating their views amongst the railway staff at Lahore. In the beginning of 1920, an association by the name of North Western Railway Association was organized, of which Mr. M. A. Khan was the General Secretary and Mr. Miller its Chief Organizer, with a few other railway employees as their co-workers.

The Lahore workshops' employees, who were drawing very meagre salaries at the time, quite welcomed the movement and joined the Association in thousands, but this was not liked by the railway authorities, who got quite afraid of the movement and wanted to kidnap it in the beginning. After a month and a half of organization work at Lahore, Messrs. Millar and Khan proceeded on the line to enrol members from the outdoor staff. In their absence the railway authorities dismissed seven workmen

from the carriage shops, with the result that 250 men of the same shop came out on strike in sympathy with the seven men. Messrs. Miller and Khan were called back from the line, and on their arrival at Lahore they found the situation very tense, and feeling amongst the workmen running very high. They approached the railway authorities on the subject in writing requesting them to reinstate the seven men, but their (railway authorities) defiant attitude on the question of recognition of a union was standing in their way, and kept them at bay from the leaders of the movement. The leaders could not do anything but to help the men to arrange a general strike, which was yet being planned, when Mr. Hunter, the works superintendent of the carriage shops, locked out the whole of the carriage shop employees numbering about 10,000. On this the leaders had no chance except to accept the challenge of the railway authorities in this direction, and call a general strike of the North Western Railway employees. A notice was issued to the authorities on the subject, and after four days the loco shops employees of Lahore came out in sympathy with those who were locked out from the carriage shops. The railway authorities still would not care to come to a settlement, and therefore each department at Lahore was called out one after the other to join the strike. In 19 days' time there was about 25,000 men on strike at Lahore alone, including the clerks of audit office under the lead of M. D. Akhtar, the traffic manager's office and the station staff. The Lahore work was fully paralysed. A move was then made to bring the line staff out on strike. Ferozepore, Rawalpindi, Wazirabad, Lalamusa and other stations also joined. Later on the strike spread to far distant places of the North Western Railway. The authorities after fully realizing the suspension of traffic tried to come to an understanding. To compromise matters, the first attempt was made in this direction not by the agent himself, but by the Government of India. The Government of India sent Sir George Barnes, the Hon'ble member for commerce and industry to Lahore, when a meeting of the representatives of the association with Sir George Barnes along with late Lala Lajpat Rai and Mr. King, the commissioner of the division, was held in the commissioner's office. The demands of the strikers were discussed. But Sir George Barnes refused to accept the demand of the strikers as to the recognition of their union, over which the strikers' delegates left the meeting, and the strike continued for another period of 15 days, when the agent approached through the commissioner again and Mr. M. A. Khan, the general secretary, discussed with him for one whole day, when a decision was arrived at and the compromise affected. But the strikers at this juncture were suspicious as to the grant of gratuity, which in the terms was not definitely agreed to by the agent, and therefore prolonged the strike for another period of a week or so, when the public leaders like late Lala Ram Bhajdatt and Mr. Puri interested themselves and affected a compromise nearly on the same terms as had previously been agreed to between the agent and Mr. M. A. Khan. All the strikers went back to duty and were reinstated, but the gratuity was still withheld which was granted in 1922, when the Prince of Wales' strike was settled.

*The Organization of a Union.*—The question of the recognition of a union was settled in the terms of the strike settlement, but the authorities, instead of recognizing the old North Western Railway Association, started an organization of the railway subordinates, giving it the names of the North Western Railway Subordinates Union. They were given passes to organize the union by the railway authorities. An opposition was started by the railwaymen in general against this new institution, whose demand was that their own association should have been recognized by the railway agent. Then the subordinates union, having failed to attract the majority of the men on its side, ultimately came to a compromise with North Western Railway Association, and a new union by the name of North Western Railway Union was formed under the General Secretaryship of Mr. M. A. Khan, who was then granted by the railway authorities the following privileges:—(1) The subscription of the union members should be deducted from the salaries and remitted to the Union Bank; (2) The delegates attending the divisional council meetings, the central council meetings and the executive committees should be granted leave and passes with travelling allowances by the railway authorities; (3) That the railway authorities will receive deputations on behalf of the union, and will attend to the correspondence sent in by the general secretary.

The union worked very well for a year. It had a good financial backing, and an organization with a membership of 56,000 strong, but the demands occasionally placed by the railwaymen before the railway authorities during the year were not met with in any case even to the lowest degree, and with all the hard work done by the delegates. They were quite disgusted to carry on this organization in the same form unless and until the railway authorities could meet the demand of the railway union in a reasonable spirit. They then planned another strike over this railway with the consent of the executive committee. Ballot papers were sent out and the votes received showed a majority in favour of strike. Mr. Hall was president of the union. The railway authorities wanted to give political colour to this strike, but

the railway employees wanted to avail of the situation arising out of the arrival of Prince of Wales in India. The union tried its best to compromise things with the agent, but failed. At the eleventh hour the executive committee again made an attempt to make a settlement, and deputed Messrs. Hall and Khan to go to Delhi and see Sir Charles Innes, the hon'ble member for commerce and industry, where, on their arrival, of course, arrangements for a settlement were made and the settlement was just in sight when Mr. Miller was arrested at Lahore for throwing stones on workmen's trains and unlawful assembly. The strike did not mature, and the union had to fight the cause of Mr. Miller for six months, when he was sentenced to six months' imprisonment. After this incident the railway authorities withdrew facility for the recovery of subscription from salary bills, but allowed the other facilities as usual. The executive committee members who were attending executive committee meetings twice a month in the union office were not relieved on one or the other pretences by the railway authorities, with a result that two or three executive committee meetings had to be postponed and the provisional executive committee therefore had to be organized from Lahore members. The authorities at this juncture began to play another game of victimization of delegates, and undue promotions to certain other delegates who would agree to the wishes of the authorities.

All those who stood on the side of the railway authorities were given enormous promotions, and every better chance was found for them. The railway authorities created a party in the union who did not like to help the railwaymen in general, but made attempts for their own selfish motives to achieve their own ends, and that party still exists; and for this reason there have existed two unions on this railway. One led by the party supported by the officers with all the privileges at their back, and the other party recognized and supported by the railwaymen in general. In 1923 there was another union started by the name of Railway Workers' Union. In 1924 there was a compromise between both the parties, who could not go on for more than a year when split took place, and the majority party captured the North Western Railway Union and deprived the official of that union from the property, furniture and everything else, but still under the directions of the authorities, they hung their new board on an empty house, and were helped and backed by the railway authorities by passes, leaves, etc. A case was filed by that party against the majority party in the Court, but the majority party won the case, but still the other party would not leave the field and tried to continue with the help of the railway authorities. The union formed by the majority party was not recognized, and the railway authorities were entirely defiant in every way to the majority party. This led to another strike in 1925. The strike extended up to Karachi, Kalka and Rawalpindi, and at least 35,000 men were on strike. But the railway authorities would not come to any conciliation, and the strike broke off after three months' resistance. The results of the strike were: (1) Railwaymen were victimized in thousands; (2) Their gratuity under 15 years' of service was forfeited.

After the strike was over another attempt was made to renew the union, and the majority party continued to reorganize for a year up to the end of 1926, when a compromise was again arrived at. But this also could not last for more than a year. The Trade Union Act came into operation, and the majority party reorganized a new union by the name of the General Workers' Union, North Western Railway, in 1928. This union at present has a membership of 10,000 strong, with about 5,000 rupees in reserve, while the other union has a debt of about 4,000 to 5,000 and, as stated by them in their balance-sheet, a membership of 5,000 only, but still the railway authorities do not recognize the majority party, and are still continuing to recognize their old friends, even though Sir George Rainy, the hon'ble member for commerce and industry, has decided in a reply to question No. 267, raised by Mr. N. M. Joshi on the floor of the House, that: (1) The fact that a union has been registered under the Indian Trade Unions Act should predispose an agent to accept it as representing the interests of its members and their views; (2) The decision whether and if so to what extent the claim of any particular union to represent matters affecting the staff of the railway may be admitted must be dependent on the extent to which the union in question is actually representative in its members, influence and standing, of the staff as a whole or of particular class or particular classes of the staff.

Applications have been made by this union to the agent, but he is keeping silent over this matter. Recently there was a partial strike in the loco shops over the question of dismissal of a delegate of this union. The union ordered the men to resume work and the strike was over, but the authorities still do not believe in the co-operative attitude of this Union which it adopted towards the railway authorities, and want to help their old friends instead of trying to create any new friends. The office bearers of this Union could have organized this union 50,000 strong, if they were only given the facilities granted to the other party. Here a question arises as to the bona fide of a union to be reorganized whether a union with the majority is to be recognized

or with the minority rests with the authorities. A separate note will be written regarding the recognition question under this head later on. At this stage it is only desirable to narrate the brief history of this union, as to how it came into existence, and in what position it now stands.

## II.—Staff Organisation.

12. (i) On the North Western Railway before 1920 there were two telegraph schools, one at Lahore and the other at Karachi, and telegraphists were trained in these schools. Other railway staff, viz., coaching and parcel clerks, ticket collectors, guards, etc., were trained during the probationary period of their employment, but recently steps have been taken to open a school for the training of commercial and operating staff at Kot Pakhpat. MacLagan Engineering College has also been opened for the training of supervising subordinate staff employed in the workshops, but there exist no facilities for the training of skilled workmen.

Supervising staff in the railway is promoted from amongst the subordinate staff by selection. There is no academical training for such staff, but in Chandousie school, which imparts theoretical knowledge only. The selection for supervising staff solely depends upon the discretion of the officer selecting. The question of seniority and efficiency have very little consideration at present in the eyes of the railway officials, but the selection is governed by the political, racial and personal considerations.

Improvements have been made in this direction by the recent appointment of selection boards in the railway for direct appointment to senior subordinate grades. This hinders the progress of the men in service as no ratio is fixed between those already in service and the newly recruited so far as the division of appointment is concerned; and the staff in service claims that not more than one-third should be taken directly in the senior subordinate grade, two-thirds being promoted from amongst the subordinate staff.

(ii) Skilled workmen have recently been hindered for their promotion to the grade of mistries by direct appointment of educated staff as journeymen. These mistries though illiterate, have been supervising and controlling the works since the last 50 years, and their claims that they should be promoted as journeymen and chargemen are quite just, considering the length of service and the services rendered by them during the past decade. It is also necessary that only one-third new recruitments to higher posts like that of journeymen and chargemen should be made direct and two-thirds made from the shops' employees, i.e., workmen to be promoted as mistries, and mistries to be promoted as journeymen, and chargemen, whether they are literate or illiterate, but as they are already in service their claims for promotion to such posts should not be ignored by the authorities.

13. (i) Relations between the staff and rank and file cannot be said to be of co-operating character, but are one of those that exist between the rulers and the ruled. The senior subordinate staff, supervising staff and the officers consider themselves as superior class of human beings as compared with the labour and the workmen and therefore they deal with the labourer in a bureaucratic way. They are neither socialistic nor friendly with each other, but always believe that by commanding only they can maintain prestige and discipline, whereas in the business concern it should have been the first motive of the employer to treat his labour in a friendly spirit, and give him a chance of believing that the works where he is employed are run not only by the employer, but are being equally managed both by the employer and the employee, and ought to foster a spirit of closer co-operation between the employers and the employees so as to improve the output. But in the past the question of racial discrimination between the employers and those employed have been so much rampant that it was very difficult to think of fostering such a spirit. Since the labour has begun to exert itself and demand the right of collective bargaining, the railway employers are now trying to find ways and means to foster a new spirit of co-operation and conciliation, but in a mood of calling themselves *Mai Bap* of the labour, which means that the notion of superiority still exists and is ingrained in the brains of the employer, and it is this notion alone which at times creates hatred amongst the labourers against the employer for the reason that this notion leads sometimes to very serious situations through proud acts of the employers. Abusive and filthy language, fines, dismissals, discharges and discharges of the labourers and the workmen by the employer do not lead to a better understanding being created between the employer and the employees.

(iii) Moreover, the railway has been very hesitant in recognizing the real trade union of the labourers over this railway, and this has always kept the staff very suspicious about the good intentions of the authorities. Railway authorities have always attempted to start their shop committees within the shops to ignore the union

authorities with the result that there have been a clash between the workmen and the employers. If works councils, works committees, or other such organizations could have been set up by the union itself, they would have created confidence amongst the men, but the formation of such committees having been undertaken by the railway management has always resulted in creating a diffidence amongst the workmen against their employer.

It is suggested that in future the authorities should in the first instance recognize the leaders of the movements in whom the workmen place their confidence, instead of trying to create an antagonistic spirit. The unions in which the men place their confidence should be recognized also.

That the staff committees or other councils organized by the unions should also be recognized.

Free interchange of ideas between the union officials and the railway officials should be allowed. Workmen to improve the output should be given a temptation in the form of shares in the profits. A spirit of comradeship between the employers and the employees should be created.

14. Timekeeping, etc., is done by the employer, and checked by him. The workmen are not allowed any hand in the matter. In case a discrepancy that might be found later on at the time of the payment of wages, a complaint is made in writing by the worker and the employer's reply whether satisfactory or unsatisfactory, depends upon his own record, and the worker is to accept the verdict of the employer blindly. In this case it is suggested that the works committees or the union councils be organized at important stations, and the unions should be allowed a check over these things.

Wages are calculated, worked out and paid by the employers to the workers. Mistakes found later on, or shortages received by the workmen, have to be adjusted by means of a very lengthy correspondence, as such letters have to go through the red tape and takes a long time before the question of short paid or deficit wages is actually settled. Under the present system there is very little hope of immediate disbursement of wages whenever and wherever there is any dispute between the employers and the employees as to the correct payment of wages.

15. In the Lahore carriage shops contractors have been employed since the strike of 1925 in the painting and building shops. They are taking work on sub-contract system from others. The wages paid by them are very low as compared with those drawn by the employees of this railway, and the workers are not allowed any privilege of leave, passes, etc., granted to the employees of the N.W. Railway working in the same shops. This has a very bad effect over the working conditions of the employees. Occasional protests have been made against employment of contractors in the workshops, but with a view to create a spirit of disheartening amongst the workers, they are encouraging the contractors and helping them to carry on. Occasional complaints have also been made to the authorities as to the inferior class of work done by the contractors as compared with the work done by the workmen themselves, but all these applications have been filed. The workers badly feel the presence of the contractors within the shops and the sooner they are checked out the better.

### I.—Recruitment.

Due to the termination of the Great War, retrenchment and general reduction in the railway department began in 1922, when Lord Inchcape was deputed to affect general economy in the railway administration. After he made his report, certain changes took place in the organization of the railway system in general, but only affecting the supervising and clerical establishment. Then came in Mr. Hazeltine, who was deputed by the Railway Board to cause retrenchment amongst the clerical establishment. After this the Raven Committee was appointed in 1925 to go into the workshop management and its reorganization with a view to improve the efficient working of the workshops. All these committees caused great reduction in the number of staff employed on the North Western Railway. The workshops at Karachi and Rawalpindi, with a total strength of about 4,000 men, were entirely closed. The number of workshop employees in Moghalpura shops was also reduced to a great extent. The carriage shop at Sukkur was amalgamated with the loco. shops, and the total strength reduced. Here, if one compares the total strength of workshop employees now working in shops with the strength in existence in 1920, the reduction amounts to 50 per cent. A good number of skilled and unskilled labourers have been thrown out of work since 1922, and new employment of such labour has nearly remained suspended for the last five or six years. Amongst the men brought under reduction, some of them were those who were quite unfit, due to old age, but many others were quite fit and capable and young enough to work well. Such men found employments in Abadana, East Africa and in the factories outside. This affected the



value of a skilled labourer in Punjab. The railway also began to recruit the same labour at a lower rate whenever they wanted a man, and in many cases gave them lower wages than what they were drawing at the time of the discharge. Recently in loco. shops men have been engaged on Re. 1-2 annas a day, a rate fixed for unskilled labourer, while previously during the last year when they were retrenched, many of them were drawing Re. 1-12 annas to Rs. 2 per day.

3. The present method of recruitment is entirely left to the option of the employer, and the labour or labour organization have no hand whatsoever in the employment of labour. It would be just, in the interest of the labour, if the trade unions are granted some facilities by the employers to help them in cases of recruitment, and this can be done only by treating the trade unions as recruiting agencies as well and calling upon the trade union to supply labour of a certain description, to which a particular trade union is actually concerned. In such cases the trade union can maintain registers of unemployed members of their union and supply the same labour to the employers on suitable terms when needed. This will protect the labour so far as their right of getting due wages from the employer is concerned. The employer at present controls the market and the economical value of a worker is thus reduced to suit the convenience of the employer, because the question of demand and supply does not arise, the employer having got the full control of the market in his hand.

7. Since the general reductions have taken place, skilled and unskilled labour to the extent of 50 per cent. have been on unemployment as the private agencies in Punjab have no scope for employing such big number as has been retrenched by the Railway Department from the workshops since 1926.

Dismissals and voluntary retirements since the year 1925 have immeasurably added to the unemployment of skilled and unskilled labour in Punjab, but no step has been taken either by the Government or the railway authorities to elevate or remedy the distress of unemployment. As there exists no Unemployment Insurance Act on the basis of one in force in England or other European countries, the unemployed labour had been a source of reduction in wages in one form or another, and it is therefore suggested that an Unemployment Act on exactly the same basis as now exists in England be introduced by the Central Legislature to help the Indian labour in future. A copy\* is appended herewith for the terms given by the agent, North Western Railway at the time of closing the Rawalpindi and Karachi shops, which would clearly show that they would not agree to help in alleviating the distressed conditions of the unemployed labour by keeping those who were to be retrenched on an unemployment list and providing them in different places as suggested by the railway union, but wanted a wholesale reduction immediately. After this reduction the authorities have not even kept a register of the unemployed, and to call any of them back to duty from his home whenever any vacancy occurred. But it has been left to the poor illiterate labourer to wander about and find vacancy for themselves, and in many cases to please an immediate officer before they could get a job. At least the railway authorities could maintain a register of all these skilled and unskilled labourers, and call them back to work on priority system whenever there was a demand for such men. This shows the way they are dealing with the labourers at least in the railway department, which is run by the Government. There is no effect of any international convention relating to unemployment so far as India is concerned, and no action has so far been taken in this direction by the Government of India in forcing any international convention relating to unemployment.

8. (iii) Absenteeism in the workshops is due to the cause that the employees are not allowed any leave whatsoever as is granted to the ministerial staff. Due to sickness and other social requirements they have to absent themselves, and the wages are not paid for such days. A chaprasie of the agent is entitled to leave privileges, just as a clerk in the head office is entitled to leave under Fundamental Leave Rules, but the skilled and unskilled labour in the workshops and the running staff is deprived of this privilege. They have been agitating for years, but the authorities have always turned a deaf ear. Their main grievance is that they are the actual producers, but those who do only clerical work are entitled to leave while they are not. Even the traffic menials on the line are granted certain leaves with pay, while the skilled, unskilled labourers, shunter drivers and firemen are deprived of this privilege and it is due to the withholding of this and other privileges that the strike on the railway originated from workshops, and extended later on to the other departments, as the strike history will show, and it is suggested that the skilled and unskilled labourers, shunter drivers and firemen, as employees of the Government, should also be equally treated with the other staff of the railway in respect of leave privileges.

The railway department very seldom engage casual labour, and therefore in most of the cases the employment is permanent. There is casual employment of labour in construction only, but as the North Western Railway has got a regular project

and survey (chief engineer), and every new year adds another 300 miles of the line to it, a regular staff is employed by the N.W.Rly., in this connection, but so far as clerical, skilled and unskilled labour is concerned none of them is treated as permanent, and it is time that the railway authorities, when they could keep permanent engineers for the construction work, should keep also permanent clerical, skilled and unskilled labour on their roll, and grant them the full privileges of provident fund, bonus, gratuity, etc., as enjoyed by the permanent staff.

### III.—Housing.

16. The North Western Railway employees are provided with quarters and bungalows by the railway administration to some extent, but still many of them have to either live in rented houses or their own houses. The station staff whose duties are such that they will be called out at any time to attend to their duty, usually live in railway quarters. Previously all the railway staff, except the shop and shed employees, were provided either with free railway quarters, or paid house rent in lieu thereof, but recently the railway authorities have included this house rent in the salaries of the staff, and charge a house rent according to the space area of the quarters or bungalows occupied. Thus they have increased the amount of house rent recovered from the railway staff as compared with the previous system when charging house rent according to pay. Europeans who used to pay 8 to 10 rupees are now paying 15 to 17 rupees for the same quarters. Indians who used to pay Rs. 3 to 5 are now paying Rs. 5 to 8. The charges have been increased in proportion, but they vary from 50 to 75 per cent. This has been done without the consent of the railway employees. They have submitted applications and memorials, but to no avail. It is prayed therefore that free quarters should be provided to the railway employees, failing which a suitable sum as house rent should be sanctioned. Government has taken no interest in bringing out any scheme for the provision of housing the employees. Private landlords, for the purpose of collecting rents, build small houses without any consideration for sanitation or drainage arrangements in proximity to the colonies of the railway employees.

In the vicinity of Moghalpura shops, there are a certain number of villages like Baghbanpura, Bhogiwal, Sahu-ki-garhi, Singhpura, etc., where most of the employees live owing to their nearness. Men coming from villages to work in Lahore workshops evidently have to make their own arrangements for their dwelling, unless provided for by the railway authorities; so naturally they try to secure the nearest and cheapest possible place, poor as they are, however, from the works, regardless of its sanitation that sometimes they have to put up in such gloomy and dark rooms, no better than cells, that they gradually and imperceptibly deteriorate in body and ultimately lose their health; thus falling victims to some dangerous disease. Similar is the case with other employees of the Government, who, while in service live in Lahore City or in Mufassils in rented house.

17. No legal facilities have been provided for the acquisition of land for the workers houses. On the other hand, the Punjab Government has been pleased to grant a free lease of a vast land near Ichhra, a distance of five miles from Lahore, for the building of a model town, where provision has been made for three kinds of bungalows, each costing Rs. 4,000, Rs. 6,000 and Rs. 8,000 respectively, but no steps have been taken either by the Government or the railway administration for acquiring freehold of land for the colony of workers or Government servants or any other facilities in connection with the housing scheme for the benefit of the workers. The union had a mind to approach the Government for the grant of freehold of land and start a co-operative scheme of instalment system for building houses for the workers in the form of a workers' colony, but there appears to be very little encouragement engendered to the union in this direction either from the side of the Government or the workers themselves. It is suggested that in a town like Lahore where the population is getting day by day congested, it will be very helpful to the workers and ultimately beneficial to the Government and the employers as well if the following scheme in this connection is worked out in co-operation with the central organization of the labour in Punjab.

- (1) That a free grant of land be made by the Government for ten thousand houses. It will not cost the Government much as there is much Government land available on the river side.
- (2) That each Government department, viz., railway, judicial, administrative, irrigation, postal, etc., should make an allotment from their budgets for the construction of roads, water reservoirs, electricity, hospital, schools, cinemas, lecture halls and other public buildings in that colony.
- (3) That the workers should be asked to pay an instalment of Rs. 5, Rs. 10, Rs. 15 or Rs. 20 monthly according to the houses they are given to live in till they have fully paid up their quota towards the completion of their instalments.

(4) That the different heads of departments should also grant a loan approximate to half the building cost of the whole number of buildings to be built in the town which amount may be recovered from their own employees through their salary bills. The houses thus built will be given over to the employees as their own property when they have paid up the full cost of such house by instalment system. The term of occupation should include in each case "loyal and faithful discharge of services." This will help in creating a very contented staff of the Government servants whose loyalty and faithfulness to the administration is so very essential.

18. The railway quarters built before 1920 especially for the Indian workers were not of a very suitable type, but recently new designs have been sanctioned by the Secretary of State for India and quarters built on these designs though not very big provide suitable accommodation for the men. But in cases of labour, skilled and unskilled workers, the quarters provided are not spacious enough for married men. Some have only one room, the others may have two and it therefore becomes very difficult to live with wife and two or three children in such quarters. For instance quarters at Kalka provided to the workmen are not large enough to meet the requirements of a married man. Joint latrines are provided for such quarters which is a very disgraceful thing for "Purda" ladies. There is no lighting arrangement at out stations except at Lahore where electricity is available only in European quarters. Moreover, there is no satisfactory arrangement regarding sanitation and drainage for menial quarters.

21. *Eviction.*—After a railway servant is discharged from service he is required to vacate the quarters occupied by him and is given sufficient notice to do so. But in the case of strikers they are given only 24 to 48 hours notice to vacate the quarters. Section 138 of the Railway Act 9, of 1913, is used as a weapon for eviction. This section should be so amended as not to grant the railway authorities sufficient power to turn out a railway servant from his quarters in case of strike without sufficient notice. As a matter of fact nobody should be evicted unless he has been finally settled up by the railway authorities and fully paid. In cases of transfers, there is of course very little trouble for a day or so to a man who comes to relieve the other, but the relieving staff whose duty is to move about from station to station is not provided with any special quarters for their lodging while at outdoor stations and no accommodation is permitted or is allowed to them while at headquarters. As a matter of fact when the outdoor staff is provided with quarters, some arrangement at each station should be made for the relieving staff. Similarly at each headquarters there should be spacious accommodation available for those coming under the order of the headquarter officers to attend certain duties or for orders. It will look quite decent if the railway provide them with quarters and charge them a paltry sum for their lodging, just to save them the trouble of going round the city in search of accommodation, just as they have provided rest houses for the senior subordinate staff.

During the strike of 1925, the strikers at Khanewal were evicted from the railway colony and the poor men had to pass their stormy nights and hot days on a P.W.D. road, when the hatred breeding and revengeful officers approached the P.W.D. authorities and the poor people had to make a shift to the canal banks, and from where their straw huts were again removed and they had to find shelter on the agriculturists' lands. Similar had been the luck of the employees at Karachi. Had they not been provided with barracks by the municipality there, the poor labourers would have been no more. The pretence of the railway that they wanted to vacate quarters for the newly appointed staff in place of the strikers was never substantiated by facts and figures. The railway strikers demanded that they should be fully settled up before eviction, but the police and the military came to help the authorities and the workers' families and children had to rot on roads and open land. No pity or mercy being shown at that time.

During the strike of 1920, a poor workman was evicted at the time when his wife was just to give birth to a child after an hour, but the railway authorities would not yield an inch in this respect to help even a singular case of this kind. Section 138 should be entirely eradicated if possible from Act No. 9 of the Railway Act. The moral effect of all this hard-heartedness of the railway officials at that juncture was that the strikers stiffened and carried on the strike for a longer period than it could possibly had taken.

#### IV.—Health.

23. So far as the general health conditions of the workers are concerned it is a difficult job to quote figures of mortality because there exists in the municipality no such register bearing a column for workers. It can be said that the physique of a Punjabee has fallen by cent. per cent. since 1914 which fact is evident when we compare the health of a youth of to-day with that of an old man of 80 or 90. The present generation is very weak as compared with their predecessors. The cause is that in pre-war days living was so cheap that to provide a family of 20 or 30 men one man's earnings would

suffice, but now-a-days one man can barely manage with his own income. Due to the introduction of machinery and the centralization of capital, the exchange of products in the foreign countries and the effects of the Great War, the life is so hard that one who earns is hardly able to manage his own affairs. Mortality depends greatly upon nourishment and the main diet of Indians, viz., milk, ghee and wheat is nearly unobtainable and can only be had at very exorbitant rates. Here the labourers protest strongly against the importation of vegetable ghee into India. The Government should take immediate steps to stop the importation of this ghee as it is badly affecting the health of the poor workers who have very limited sources of income and have to buy this sort of ghee for their living, which has proved chemically very harmful for the health of human beings. In ancient days every Indian had a cow or a buffalo in his house and the milk and the ghee available with its by-products was quite enough to maintain the health of men. But this thing cannot be had now from the money paid to a clerk or skilled and unskilled worker and it is mostly for this reason that the physique of an Indian is getting below par. A comparison of the prices of articles of food for the last 30 years will prove what enormous change has taken place in India so far as the necessities of life are concerned. People would not actually require medical aid if they get enough and healthy food to live upon. What can one think of the health of a labourer drawing Rs. 20 a month with a family of four or five to support. The question of good health has much to do with the question of living wages. In India there are hundreds of thousands of people who only live on one meal a day and that even an insufficient one. Before any other measures can be devised for the good health of the workers, it is incumbent on Government that it should take on its shoulders as its primary responsibility the provision of a suitable living wage, which will not only help towards the bringing up of a healthy generation, but will bring peace and prosperity in the country. Due to poverty most of the labourers remain unmarried throughout their lives and if someone gets married, the poor wife has to work along with her husband for her own bread, with the result that their children remain under-fed and as soon as they are able to stand on their legs, are ushered in to some occupation, depriving them the advantages of education and good society which helps towards the formation of a good nation.

24. The railway has its own medical department for its staff and has opened dispensaries at different stations for the convenience of its employees working there. They get free medicine and free attendance even sometimes at their houses when they cannot attend the dispensary. Along with the benefits there is a great drawback and that is, that as according to railway rules a railway servant cannot absent himself on medical terms from his duties unless he obtains a certificate from the railway doctor to that effect, so the doctors trouble the employees by not granting them certificates when they duly require it, just to snatch something out of their pockets, which the poor labourers do pay when hard pressed. It is very difficult to stop and eradicate this deep-rooted practice, which has misdirected the energies of the railway doctors from the original side of the work to that of creation of illegal gratifications.

As the medical department is directly under railway control, so they can be negotiated regarding the decision of a certain case and can be compelled, under the circumstances, to declare a person fit or unfit for service. There have been cases of men who were declared unfit by the railway doctors, were found quite fit by private practitioners. A person declared unfit can find no redress and cannot advocate his cause or make an appeal for verification of his case and have to keep quiet and be contented with the decision of railway doctors. And this is what the railway authorities expect of them and that is why the department has been separated from the civil.

Workmen who are entitled to compensation under the Workmen's Compensation Act are first sent to the railway doctor for the substantiation of the fact and if the doctor agrees to grant him a certificate for the injury or loss of any limb, etc., he is entitled to get the compensation, otherwise not. No other certificate of any other doctor is admitted by the railway.

If a railway servant goes on leave and lives in a village where the railway doctor is not available, and perchance falls sick and produces a certificate from an Indian doctor or a "Hakim," the railway authorities would not accept it and would insist for the countersignature of the railway medical officer on it, which again means payment of fees by the poor worker. So the medical department provided by the railway authorities is actually a certifying agency, who deviate from their fundamental duties and have proved a source of much trouble as compared with the relief to the employees. The railway men no doubt do take advantage of Government and public hospitals in the towns, but in places outside the towns it is said they are attended by railway travelling doctors, but rarely they avail themselves of these doctors so far as medical treatment is concerned. If rules regarding the grant of certificates for sickness are made elastic and railway men are permitted to produce such certificates from other licenced doctors, and a thorough supervision over the railway doctors attending the railway men is kept and their registers checked properly regarding the attendance of

the sick and providing free medicines, there is a likelihood of making full use of this department in future, but if the powers of certification only remains with the railway doctors, it will be only used as a certifying agency and not the medical department in its true sense. Lady doctors, daies, and midwives are very limited in number and should be increased to facilitate female attendance who avail very little of them at present.

26. (i) Latrines provided in the railway quarters for the workers use are not very decent and are jointly used. It will be better, from the health point of view, if they are kept a little away from the residing place.

(ii) Arrangements for drinking water have only recently been made in the workshops by providing few drinking huts outside the shops. Special arrangements should be made in the summer for the provision of cold drinking water and funds allotted in the budget for this purpose. Earthen *Muthas* in sufficient number should be provided and filled with water in the evening so that the water may get cooled in the night for the use by the workers during the daytime.

(iii) Bathing and washing arrangements are nowhere available, except in a few places in the European quarters. It is suggested that outside the railway workshops bathing and washing arrangements on a very elaborate scale are essential. In the hot weather if the workers during the period of recess take a cool bath and get refreshed, they would naturally do more work and would help in increasing the output, because a refreshed worker will have more energy to put in the work. There is very little interest displayed by officials in supervising the health and the railway has not fixed up so far as we know any board of health in the interest of the workers' health to formulate devices for the upkeep of the health of the workers. In future, a few union officials along with the railway officials to constitute a board of health with the railway medical officer as its president may be set up whose duty should be to see to the good health of the workers and provide means for keeping them in a healthy condition.

28. *Suitability of Existing Factories Act.*—The North Western Railway have their own employees to look into the application of the existing Factories Act, and in case of breaches of law very little action is taken. For instance, in the loco. smithy shop a certain number of men work continuously from 7 a.m. till 3 p.m., without any recess hour for meals, as provided for in the Factories Act. They are allowed the same hour before the closing of the shops, so that they leave their work at 3 p.m. instead of 4 p.m.

No action appears to have so far been taken as to the control of the temperature so far as Moghalpura shops are concerned. The workmen have to work in the hot weather under the burning corrugated sheet sheds and in severe winter without any hot steam pipes. Though the heating arrangements are available in the central office no care is being taken of the workmen.

29. Workmen suffer most due to the prevalence of cholera, malaria, hookworm, and other tropical diseases, due to their bad nourishment and weak constitution.

30. *Sickness Insurance.*—The railway grant half-pay to the sick employees who produce a railway doctor's certificate, and count in some cases their sick leave as privilege leave, with the result that employees get their full pay for the days they had been on the sick list, but in cases of skilled and unskilled labour this privilege is withheld and they lose their pay for the time they have been on the sick list. There is no sickness insurance benefit available for them at present, and if any international labour convention could help them, it will be quite welcomed. As a matter of fact, being the employees of the Government, their demand is that they should be allowed sick leave, privilege leave and other facilities like that granted to the ministerial staff. The Indians are now used to any kind of medicine and there is no paucity on their behalf in taking English medicines. Recently a suggestion was made by the railway union that dispensaries should be opened, one in the loco. shops and the other in the carriage shops so that the patients could be attended to on the spot, as under the present arrangements sick men had to be removed to Moghalpura Hospital and, moreover, had to attend daily at Moghalpura to have a visé on his certificate regularly while sick, which is very difficult for men living in villages around Moghalpura, situated at a distance of four to five miles, to regularly attend hospital while sick. Workshop employees living in Lahore Mofussil also requested for a dispensary to be opened in the centre of the town, but nothing has so far been done by the railway in this connection. To grant them full medical aid and supply them with free medicines, it is essential that 15,000 railway men employed at Lahore should have railway dispensaries located in different centres where most of the railway men reside.

31. *Maternity Benefits.*—There are a very few women employed in the N.W. Railway, some as ticket collectors and the others as steno-typists. Those employed as tickets collectors, are usually old women and those employed as steno-typists

are mostly unmarried, and probably for these reasons we have not heard any claim of a woman on the railway for the grant of maternity benefits, but in 1924, the Indian Government contemplated to introduce an Act, the "Women Welfare Act," but it was never heard of again. Due to the possibility of more employment of women in Government concerns in the near future, it is essential that some legislation should be undertaken in hand by the Government of India for the welfare of the women workers.

#### V.—Welfare.

32. It is only recently that the welfare work has been started by the North Western Railway amongst their employees. They have appointed welfare officers but very little has so far been done by them. Indian workers in the workshops have to get their own meals through their own agency instead of getting afternoon meals as supplied in Western countries on co-operative system at a cheap rate. The Indian system costs more and does not give them good meals as the hawkers who hawk outside the shops during the recess period, supply the employees with inferior meals (cooked dal, boiled grams and cooked minced meat and chapatis are commonly sold), which cost at least 2 to 3 annas a man to eat to his satisfaction, but if collective arrangements had been made, one could get a better meal for this amount. Shelter provided at present in the Moghalpura workshops is not big enough to accommodate all the workers and a visit will show you that thousands of them have to sit on bare ground while taking their meals. No benches or tables are provided for this purpose. The workers have their own private arrangements for physical training in the form of occasional wrestling matches and recreations in the like forms as annual melas and amusements in the cinema and theatrical companies. Railway administration does help the staff in the formation of theatrical companies and recreation clubs at outside stations and grants are made from fine funds. There is yet a vast scope in this field and if the railway administration take a greater interest, it will be advantageous to the railway ultimately in the form of greater output and efficiency.

36. The railway grant passes to the children of the employees of the railway for attending public schools at different centres. Big administrations like the North Western Railway could have a college of their own at Lahore for the children of near 2 lac of employees, but they have done nothing so far in this direction. It is suggested that if a college had been started by the railway administration, they could provide a special course of training for the graduates in that college with a view to getting better qualified railway men instead of picking up candidates from other colleges and then getting them trained. The graduate course should comprise of the following subjects :—(1) Railway Economics commercial. (2) Railway Economics operating. (3) Law of Carriage by rail. (4) Railway rates and fares. (5) Railway Geography. (6) History of the Railway. (7) Seminar Classes.

There is no provision for the education of illiterate workers at present but it is understood that the railway authorities are going to take in hand the opening of the school in Moghalpura and Sukkur to educate the illiterate employees of the shops. It is suggested that in the beginning to give encouragement, the workers should be given an hour from the working hours to attend lectures. Of course, later on this can be made compulsory for every worker that he should know at least reading and writing. This will do away with the illiteracy as at present exists amongst the workmen.

Workers' children are only granted free passes. As a matter of fact no contribution is made by the railway authorities for the help of the workers' children to acquire education, though the European and Anglo-Indians are paid by the railway half the education expenses, but this does not exist in the case of the sons of the Indian workers. A similar concession should be granted to the sons of Indian workers also when getting education in school or colleges. The present wages of the Indian workers are not sufficient to cope with all their expenses, and to encourage education in the country the employers should help or subsidise the workers by financing them to some extent towards the educational expenses of their children.

40. Very limited facilities for industrial and vocational training are available at present on the N.W.R. Their extension is necessary. Maclagan College, Chandousie school and Kot Lakhpat school are the only institutions available to impart industrial and vocational training. As a matter of fact, each industry should have a school for the industrial training of the children of workers whose education should be made free and compulsory at the expense of the employers. Such education will surely improve the efficiency of the future generation of the workers, but will also require a better standard of living for them. At present the workers are recruited after their ordinary bazaar training and then by working inside the shops in a certain

line they get well experienced and accustomed to it in a short time, but have no experience of all round system of working within the shops and if transferred from one shop to another are found wanting in their profession. This is due to no proper industrial training.

### VII.—Safety.

44. *Accidents*.—Since a few years back safety-first propaganda is being carried on in the railway, but before that there was nothing of the sort done by the railway. Accidents on the railway are due to a variety of causes. The table as shown in the Administration Report of 1927-28 issued by the railway board as to the different heads in which accidents have been classified will prove this. In whatever form or way one may think over these accidents, ultimately one comes to the conclusion that nearly almost all the accidents took place due to the negligence on the part of the railway servants or their wilful misconduct.

It therefore, behoves, to minutely scrutinize the cause of all these accidents. The union emphasize in this connection the point of view of over-work which always results in accidents. It is not the question of 10 to 12 duty hours which should be reduced to 8 hours, but it is the amount of work during that period which should also be minimized as is the case on English railways where train service is suspended after 1 a.m. till 5 a.m., and it is for this reason alone that the number of serious accidents which when analysed will prove that such accidents generally occur during the last period of the night, is comparatively negligible. So far as one could remember, the serious accidents that took place over the North Western Railway during the last decade, are as follows —

1. Satghara—Okara .. .. .	7 up and 8 down.
2. Mustafabad—Barara .. .. .	3 up.
3. Kot Lakhpat .. .. .	9 up.
4. Harrappa—Chichawatni .. .. .	23 up 24 down.

All of these accidents took place after midnight, when it is time for a man to go to sleep. It is suggested that the duty hours of the staff who join after midnight should be comparatively less than those who work in the day and in the evening.

46. *Accident Prevention*.—Enquiries into accidents in India are only made through a panel of railway officials and nearly in almost all the cases the blame is laid on the shoulders of the railway servants. If the case is not found strong enough legally to secure a conviction from the courts, the employee is punished departmentally, and that too in such a way that either his services are terminated under terms of agreement or fines or reduction in pay is imposed barring the doors of justice to the employees as in such cases no appeal lies either with the higher authorities or to the court of justice and on account of such methods, the real cause of the accidents are never brought to light with a view to finding a real remedy for the future, hence the recurrence. It is not the punishment alone that can prevent accidents, as the depression of mind caused by such unfair punishment further heavily weighs on the brain of an employee and tends to aggravate the situation, in the direction of the unsound judgments. Fines and punishments awarded to staff for detentions to trains produce a similar effect and the hasty actions taken to avoid such detentions also result in serious accidents.

Though hundreds of enquiries have been held to find out the causes of accidents, yet the entire stoppage of such accidents has been so far out of question and it is fair to say that the enquiring authorities composed as they are of railway officials have been unable to fairly present the view point of the employees, and to safeguard their interests. In some foreign countries, legislation has been made permitting representatives of the employees to take part in such enquiries, and in others the railway companies have voluntarily permitted employees representatives to sit in such committees wherever these concessions are in abeyance, the union organisers have watched the enquiries as outsiders, but under no circumstances they allow things of so serious a nature, like accidents, to pass unnoticed or without being enquired into by the employees' representatives themselves. All this has helped to minimise the number and serious character of accidents in European countries, and the time has come when the North Western Railway, a premier state railway in India, will move in the direction and permit a representative of the employees, if not to sit as a member, at least permit him to watch and interrogate when essential, and this surely will stop recurrence of serious accidents like those mentioned above. If the railway officials for the sake of false notions of prestige and pride, feels it detrimental to their discipline, and don't allow a voice to the employees, there is no hope of any betterment in the near future and the public, the railway and the employees will keep on suffering equally.

## VIII.—Workmen's Compensation Act.

51. (i) The Workmen's Compensation Act has come into force since 1924. In the railway, we have very few cases to complain of, but through misunderstanding and insufficient knowledge of the Act, by the foremen and other supervising staff, it is on some occasions that certain accidents to the workmen are shelved in. It is therefore, essential, that an amendment in the Act in the form of a provision penalizing the shelving of any accidents to workmen be made.

(v) Small factory owners should be compelled to insure their workmen against accidents for which compensation is due under the Workmen's Compensation Act as there are instances when they are found incapable of meeting with the claims of workmen in this connection and unless, and until the workmen of small factories are insured by the employer within insurance company, there is every possibility of the employer trying to evade payment of compensation in cases of accidents. After a workman has been insured by an employer there is very little chance of his losing his compensation due to the insolvency of an employer. There is one complaint in the railway workshops that in certain cases the medical authorities have refused to grant them a proper certificate, and the railway authorities did not accept the certificates of doctors practising outside the railway premises. The railwaymen say, that the railway doctor is always under the influence of the railway administration, and tries to evade whenever possible, and therefore a certificate in cases of accidents issued either by the railway doctor or by another licenced doctor should be acceptable as sufficient evidence for the accidents that took place for the sake of the grant of compensation.

## IX. Hours.

73. *C. Railways.*—There are three classes of staff whose working hours differ.

1. *Station Staff.*—At important stations their working hours are normally eight, but on branch line stations their duty hours are broken and they are held responsible during off-duty hours also. Thus the total hours of work in such cases are actually twelve.

2. *The Running Staff.*—This includes guards, drivers, firemen and shunters. They are paid at the rate of eight hours per day, but in many cases many of them are on duty over and above twelve hours. They do not complain of this as they are paid for the extra working hours. The complaint of the Indian running staff is, that they do not get double pay for the Sunday work just as is paid to the guards. The running staff also complain that, for the time they are called out to duty, they are only paid for half an hour before and after the train, while actually they lose more than two hours each day.

3. *Office Staff.*—Their duty hours are five and a half hours a day. They attend office at ten and leave at four with a recess of half an hour during the day. They have very little to complain of so far as their working hours are concerned.

74. Week is reckoned of seven days and Sunday is not paid for in the case of station staff. Since the International Labour Convention regarding 24 hours rest in a week is ratified by the Government of India. Attempts have been made by the railway to give a weekly rest day to the station and shed staff, but their working hours are being increased from eight to ten, which the staff is objecting to, seriously, and is not accepting the weekly rest, and it is for this reason that the delay has been caused in granting a day's rest in a week as required by the International Labour Convention. As a matter of fact, the day-off should have been provided by arranging additional staff. The railway, whether it can afford or not, is not prepared to do this and the staff also is not prepared to see that their working hours are increased to enable them to get a weekly rest day.

75. *Extent of Application of International Labour Conventions Relating to (i) Hours.*—The International Labour Conference held at Washington passed a resolution of 48 hours a week but the Government of India accepted it for 60 hours. The general desire of the railway staff is that there should not be more than eight hours a day. The clerical staff in the offices work from ten to four with half an hour recess or only five and a half hours a day. It is for the reason because the officers have also to work along with them, otherwise the office clerks would have also been brought on to ten hours a day system, but the officers know for themselves that they cannot work ten hours a day continuously in the office and at the same time they believe that the workmen, the station staff and the running staff can do this, especially those who use chisel and hammer. Just imagine an officer sitting in an office in cold weather with steam heated room who cannot work for more than five and a half hours a day as compared with the workmen exposed to the bitter cold, who is expected to perform continuously, ten hours duty in a shed like Karachi, Korti, and so on. All differential



treatments should be set aside so far as the working hours are concerned. If the officers and the office clerks cannot work for ten hours the industrial staff cannot also do the same. If, due to the extreme climate of India, one class of men cannot work for 10 hours, surely the others also cannot do the same, efficiently.

(ii) *Rest Days*.—There is also another big difference between the working-men and the clerical staff. The clerical staff and the officers are allowed sick leave, privilege leave, casual leave, furlough leave that all amounts to about four months in a year, while on the other hand the industrial worker is not allowed more than sixteen paid holidays in a year. The ministerial staff is also allowed certain other gazetted holidays, in addition to the above leaves, while the worker has to lose pay for the days he absents himself.

76. The workers in shops and sheds are granted one hour's recess to take their meals, but that hour is not paid for, while on the other hand the office clerks are paid for the recess period. The workshop employees as a matter of fact actually work for 11 hours a day, they leave in the morning an hour earlier to reach their works and require an hour to return to their homes in the evening, that is, on the whole, they remain 11 hours and 30 minutes on duty, whereas the ministerial staff can afford to pay for tonga, etc., and can run to office in 5 to 10 minutes time. The holidays given are not paid for in the case of workshop employees, while they are all paid for in the case of ministerial staff.

77 The regulations should be that all employees employed by any one department of the Government or a private person should not be dealt with indiscriminately as to their privileges of leave, recess and holidays. Rules should be made applicable equally to all classes of workers, viz., labourers, skilled and unskilled workers, clerks, supervisors and superintendents.

#### XV.—Industrial Disputes.

123. The Trade Union movement started in Punjab in the year 1920. Mr. Millar was dismissed, Pt. Kanwal Nabh resigned from Saharanpur and Mr. Khan resigned from Bhatinda, and they started union organization in Lahore amongst the railway employees. An association by the name of North Western Railway Association was under organization, when the railway officers resented the trade union movement and put a stop to it, dismissed seven workmen of the carriage shop. 250 workmen of the same shop went on strike in sympathy with the seven, with a demand of reinstatement of the former. The authorities instead of reinstating them locked out 10,000 workmen of the carriage shops, Lahore. This was an open challenge to the leaders of the movement, who accepted it, and declared a general strike on the North Western Railway, and demanded the following demands on behalf of the railway employees :—(1) 50 per cent. increase in pay ; (2) Workmen Compensation Act ; (3) Reinstatement of Mr. Millar ; (4) Recognition of union ; (5) Reinstatement of all dismissed strikers.

The strike went on for about 2½ months, when it was settled through the exertions of public leaders and Government officials, and the strikers demands so far as promotion, reinstatement and recognition of union were concerned, were fully met with, but the gratuity of the strikers was forfeited, it was granted in 1922, when Government of India declared all the previous strikes as legal. A union by the name of North Western Railway Union was organized over this railway, which had the facilities of leave, passes and recovery of union subscription through the salary bills. The union progressed very well, and it had on its roll the membership of about 56,000, and a balance of 25,000 rupees at the end of the year in the bank after spending about 5,000 monthly on the staff salaries, organization and propaganda work. The authorities did not like the strong constitutional working of this body, and withdrew the main facility regarding the recovery of subscription through salary bills after a year, which resulted in the weakening of the finances, and internal strifes fostered and engendered by interested parties. Since then there has been two parties in the field, one claiming the leadership of the men and the other claiming the patronage of the officers, and therefore during the last 10 years there had been on various occasions two unions on this railway. In 1925 the workers of the railway seriously resented the activities of the North Western Railway Union, but the executive councillors, being the railway employees, resisted this attempt of the employees in general. The employees demonstrated before the North Western Railway Union office and captured it. Few office bearers of the union and the executive councillors, working in conjunction with the railway authorities, refused to surrender themselves to the wishes of the masses, and proceeded against the leaders of the mass movement in the Court. The case prolonged for about a year, and was settled in favour of the workers' leader. During this period of rival activities of both the unions, each wanted to carry on the union under the name of the North Western Railway Union. Those

working in collaboration with the authorities hung a board on an empty premises. The authorities gave them passes and all other facilities to oppose the workers. As there was a general resentment at the action of the authorities, the organization of the workers got so strong that the railway administration felt seriously to break it by victimization of its delegates, and one Nanak Chand was dismissed from Rawalpindi shops. The leaders wanted to negotiate over the subject with the railway authorities, but they would not agree as the union was not a recognized one. Diwan Chaman Lal, M.L.A., wired to the agent for an interview to make a settlement of the strike, but that, too, was even refused. Similarly other attempts for negotiation were denied by the railway authorities. The whole idea at the back of all this movement was to break up the new organization of which Mr. Hall was president and Mr. Millar, chief organizer, Mr. M. A. Khan, general secretary, Mr. D. Akhtar, assistant general secretary, and P. Kanwal Nabh was propaganda secretary. The shops at Pindi went on strike in sympathy with the dismissed delegate, and on refusal of the authorities to come to a settlement, the Rawalpindi staff went on strike in sympathy with the shops. Further attempts were again made by the union leaders to conciliate matters with the railway authorities, but the railway authorities adopted an entirely defiant attitude which compelled the union leaders to declare a general strike over this railway, submitting to the railway the following demands of the employees of the North Western Railway.\*

The strike prolonged for three months, and extended up to Karachi and other parts of the line. The traffic was suspended and worked with the help of the old dismissed and convicted hands of the railway department. Help was sought by the agent, North Western Railway, from the other railways also and thus the whole of the railway administration put their weight in to break the strike. The union was handicapped of finances, money sent by the Trade Union Congress from England, viz., £400, being withheld by the Trade Union Congress of India. As they also recognized the North Western Railway Union and not the leaders of the strike, this money has not been given to any union of North Western Railway, and has been utilized by the railwaymen Federation and the Trade Union Congress themselves. The result of the strike was as follows: Two to three thousand workmen were victimized.

Gratuity of the strikers whose service was under 15 years was withheld. After the strike every attempt was made by the leaders to get the strikers reinstated and a promise was made that every vacancy in future will be given to the strikers, but during the last five years though a good many strikers have been taken back, their services have been treated as new, yet there are hundreds of them who have been refused work because they have been black listed by the authorities. There are about ten mistries of the carriage shop who have not been taken in spite of the vacancies occurring in the shops. The authorities say that they would promote other men to the rank of a mistry in spite of taking an experienced hand in a proper job. It is all due to the revengeful impulse of the authorities which they bear in mind towards the strikers. The relations at present between the employees and the employers are not very conciliatory due to the bitter feeling engendered by the strike of 1925, and unless and until the authorities fully console those strikers who are working in the shops, so far as their condonation of services is concerned, and appoint the discharged ones, the enmity between the employers and the employees on the N.W. Ry. cannot subside. Moreover, unless and until they adopt an attitude of conciliation towards the true representatives of the labour and the employees, these straightened relations will not improve, and to be more candid there may be another strike at any time on this railway whenever the situation warrants it.

125. The Trade Dispute Act since its operation has not been tested, but as recently seen from the tinsplate strike it is clear that the main idea of conciliation between the employers and employees cannot be obtained through the Trade Dispute Act. When the Bill was circulated for opinion, the General Workers Union made a suggestion that conciliation should be arranged by the Government by the appointment of a court of enquiry or a conciliation board, not only when the strike is actually in progress, but even when the strike is apprehended. It should not only be left to either the choice of the employers or the employees. A conciliation board or a court of enquiry should be fixed by the Government without any hesitation. This would have at least stopped strikes in future, but at present the attitude of the Government and the employers is that whenever it suits them they will appoint a court of enquiry or a conciliation board, but when they can crush the strikes or the strike they will overlook it. This seems to be an unfair way in which an Act is being

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\*The memorandum reproduces a comprehensive programme of the demands, which is not printed.

utilized at present. It should be made compulsory on the Government to see that when an application has either been made by the employer or the employees a conciliation board or a court of enquiry is appointed to deal with the situation, without waiting for a strike to come off.

Section No. 15 of the Act, which provides about illegal strikes, does not make any provision as to the notice to be served by a union's representative on behalf of its members, but requires a notice from Government servants individually. This should also be amended in this form. Other section penalizing illegal strikes should also be removed from the Statute Book, as it would be very hard to make clear the difference between the legal and illegal strikes. No mention in the Act has been made of registered trade unions or unregistered trade unions. Some facilities should have been provided for registered organizations in comparison to the unregistered ones. Anyhow, the Trade Dispute Act is needed, but it should be modified on the line of an Act in operation in England before the general strike in England in 1926.

#### **XVI.—Law of Master and Servant.**

None of the Acts mentioned under the above headings are in force or ever has been made in force so far as Punjab is concerned.

#### **XVII.—Administration.**

133. It was only in the year 1926 that on a report made by Muddiman Committee a number of seats was allowed in provincial legislatures to the representatives of the labour. These seats are filled in by the governors of each province by nomination. In many cases the filling up of such seats has not been done to the best wishes of the labour in general, but nominations have been made to meet the political ends of the Government. Before the Simon Commission the Central Labour Federation of Punjab placed a memorandum, copy of which is reproduced below, for your consideration in this connection :—

*Memorandum from the Central Labour Board, Punjab, Lahore, submitted to the Indian Statutory Commission.*

**Franchise.**—Under the present Government both for provincial and central legislatures, the voting qualifications are determined by age, education and ownership of property, and thus the great masses, who form the major portion of India's population, are barred from taking any part in the constitution of the Government. To make the future Government of a more representative character, it is essential that the General Adult Franchise should be adopted, and if the present circumstances do not allow this, the property qualifications should at least be so relaxed as to cover a fairly large portion of the population to make the representation real in spirit. So far as labour is concerned, every member of a registered trade union should be given the right of voting for provincial and central legislatures. The "Achhoot" (untouchables) organizations should also be favoured with this right. The tenant should also be given a vote when his landlord has got one. Women aged 35 and those educated up to a certain standard and not less than 22 years of age, should also be given the right of voting.

**Electorate.**—Joint electorate should be introduced with multiple transferable vote, but the allotment of seats should be fixed according to the proportion of the census of each community. One fourth of the total seats should be reserved for labour half by nomination to be made by labour organizations, and the other half by election in special constituencies created for the purpose. The daily increase and representative character of labour and the great part it is playing for the economic welfare of the country, requires that it should be given a hand in the administration of the country, so as to remove all possibilities of having any future trouble of capital and labour. With this view in mind it is suggested that one-fourth of the total seats of provincial and central legislatures should be allotted to the various interests under the main head "labour," half of them to be elected by the members of the registered trade union by means of special constituencies created for this purpose, and the other half to be nominated by the Government in consultation with labour organizations whether registered or not.

It may not be out of place to mention here that the special constituencies at present maintained under heads landlords, industries, chamber of commerce and like are always represented by capital and, as such, should be altogether abolished, because capital has all the chances of being represented in the general constituencies while labour has no such chance.

**Labour Ministry.**—The potentialities of labour are being recognized all over the world, it is essential that its interests should be adequately safeguarded by the appointment of a separate labour minister in each province, so to be nominated by the Governor along with other ministers having the unanimous support and confidence of all the legislatures whether elected or nominated. He should be in charge of all matters relating to the welfare of labour, peasantry and untouchables, their education, health and sanitation, and should see to the proper operation of all laws touching the interest of labour such as the Trade Union Act, Workmen's Compensation Act, The Trades Dispute Act, Women Welfare Act, Factories Act, Unemployment Act, Old Age Pension Act, etc., and should from time to time introduce in councils such enactments as are deemed necessary for uplifting the cause of labour, peasantry and untouchables. In the Central Government a Labour member should discharge all such functions in All-India subjects.

**Indian States.**—There should be labour commissioners appointed by H.E. the Viceroy and the Governor-General in Council to co-operate with the agent to the Governor-General for Native States, with a view to see that all enactments made in British India about the welfare of labour, etc., are brought into operation in the native States.

**Central Government.**—The subjects which are now being dealt with by the Central Government like railways, posts and telegraphs, customs and marines should be represented by labour members in the central legislature elected by the labour employed in such departments through their registered trade unions. Special constituencies should be created for this purpose, and in case this is not feasible at present, such members should be nominated on the recommendations of registered trade unions.

**Court of Arbitration.**—In each province a court of arbitration should be appointed with a tribunal consisting of three representatives of the labour, three of the capital, two from the Government and two from the public. They should elect their president from amongst themselves. In cases of disputes between labour and capital not being settled within two months' time, the tribunal shall have the right of interfering in the matter and giving a final award on the case binding on all parties.

**Labour employed by Government.**—Employees should be given equal partnership in the management, control, direction and finance of the department concerned through their representatives nominated by their registered trade unions.

**Free Education.**—It should be made obligatory on employers to open day and night schools and colleges at their own expense according to the requirements of the labour. Such schools should give technical training of the industry in which the labour is employed. Such education should be compulsory and free of charge for labour classes.

**Stability of Service.**—No such agreement made by the Secretary of State for India on one side and the employees on the other should be valid if it provides any term or terms regarding the discharge or dismissal of any employee on any pretence of a month's notice or incapability except that he is convicted for fraud, etc. by a competent court of law.

**Living Wage.**—Living wage should be ascertained by the Labour Ministers and no one should be paid less than such wage.

**Minimum Wage.**—There should be some proportion fixed between the minimum and maximum wage.

**Old Age Pension.**—Government or local bodies should be compelled by legislation to make arrangements for payment of an Old Age Pension to those who are above 60 years of age.

**Peasantry.**—The waste lands under Government, even after irrigation, should not be sold, but given gratis or on nominal value to those only who pledge to cultivate such lands personally for their own benefit, and such agriculturists should be provided by Government with improved agriculturists' implements on co-operative basis.

**Secretary of State.**—Office of the Secretary of State should be abolished and India, should have direct dealing with the parliament through Colonial Office.

**Upper House.**—No upper house should be created.

**Local Bodies.**—The revenues of the local bodies should be supplanted by as much good grant as possible to cope with the expenses of health, sanitation, education, etc.

**Provincial Government.**—There should be no "reserved subjects" in provincial governments and provincial autonomy should be granted with the formation of Government on federal system.

**Executive.**—Executives should be responsible to the legislature. All budget demands should be votable. Governor-General in Council should be the head of the executives without any power of veto in matters dealt with by the legislatures,

excepting those matters which relate to foreign affairs and defence of India. No contribution should be made from Provincial Governments to the Central Government.

*Judiciary.*—Judiciary should be separated from the executive.

*Nationalisation of Service.*—All heavy industries should be nationalized.

*Indianisation of Services.*—All services should be Indianized and only technical experts are to be imported from foreign countries when such are not available here.

The demands made by the labour in this connection were for the widening of the franchise or at least a vote for a member of each registered trade union, just as members of the industrial concerns have a separate constituency and each shareholder of an industry is allowed a vote. The trade unions in Punjab demanded votes for all the workers who were members of some registered trade union in the Punjab. Further demand made was that at least  $12\frac{1}{2}$  per cent. of the seats in the Provincial Council and the Central Legislature should be allotted by means of special constituencies to labour but on perusing the reports so far published by the different Provincial committees who were co-operating with the Simon Commission on behalf of the Provinces one learns that the tendency of the members of those committees had been neither to recommend the extension of franchise nor to allow more seats to the labour.

The Labour Commission should specially lay emphasis immediately, and ask the British Parliament in time, to see to the proper representation of labour in Provincial and Central Legislature before the next reforms are agreed to by the British Parliament.

The present Provincial and Central Legislatures displayed very little interest in matters relating to labour : all the enactments that have been made were brought forward by the Government itself. Occasionally, some members of the legislature with a view to grasp political power amongst the masses, did bring forward certain questions for the welfare of the labour in general. The attitude of the Government on the whole, towards the labour, cannot be said to be anti under the present circumstances, but the neutral policy adopted by it on certain occasions, when its help could be sought for by the labour, retarded the progress and the development of the Trade Union Movement in India.

One cannot expect that we will have a Labour Government in India in the near future, as at present we are not allowed adult franchise. The labour itself is also in a state of disorganized condition, and it is only through the help and the right protection and control of the labour by the Government that it might be in a position to stand on its own legs in the near future. Different cross-currents of political thoughts are rampant in India and the illiterate labour and the half educated clerical staff can be led astray by any one of them.

This makes the position still more difficult for the labour organizations in India to stand on their footings. It is only by providing a certain number of trade union leaders in the legislatures, either by nomination or by election through sub-constituencies of trade unions that the present movement could survive in face of the opposition lead by the communist, Kirit, Kisan and Nowjawan movements.

134. *International Labour Organizations.*—The Government will place before the Commission the full data about this question, but we can understand that no material gain has so far been received by the workers through International Labour Conventions. 48 hours passed by Labour Convention at Washington, has been altered into 60 hours by the Government of India and 24 hours weekly rest has not yet been granted ; similarly other Labour Conventions passed at the International Labour Conference have had no material effect in changing the conditions of the workers in India.

One thing worthy of note, is that too much delay takes place in ratifying the Conventions and acting upon it by the Government of India. In future, time limit should be laid down on each contracting party when the conventions are to be ratified as quickly as possible and action taken without further delay. So far as the legislation is concerned, unions have not been able to benefit by the legislation brought forward by the legislature of this country, excepting in the case of Workmen's Compensation Act. As the Trade Unions Act and the Trade Dispute Act are not of any great value to the employees, because wherever it could compel an employer in certain respects to submit to the legislation, the legislation itself is silent and the Government is placed by such legislations in a position of neutrality and therefore have not proved very much effective.

135. *Relations between Central and Local Governments.*—The labour as a general rule is under the Central Government, and all enactments concerning the labour are made by the Central Legislature. Local Governments have at present had no hand

in the matter so far as social questions regarding labour are concerned. It is essential that the Local Government should be permitted according to its own requirements to make an enactment concerning the social welfare of the labour. As regards general enactment, the Government may have powers to do this. In fact there are certain subjects to which, in the past, due deliberation has been given by the Central Government and even if the reforms are granted, the Central Government will have a full control over the subjects like railway, telegraph and posts, customs, marine, etc. The labour trouble arising in provinces in connection with these departments have to be dealt with by His Excellency the Viceroy and the Governor-General in Council and the Local Governments have no hand in the matter. The police being a local subject of the Local Government, cannot interfere in the matter. So during the strike periods, the police of a province has a right to deal with the situation so far as law and order is concerned, while the Central Government has a right to deal with the strike. It is therefore, at times, that a confusion is caused on these points. The Local Government takes a strike as a question of law and order and tries to place every hindrance in the way of the leaders, while it is handicapped in dealing with the situation and settling the strike, because the matter concerns the Central Government. During the strikes of 1925 and 1920 the experience gained was that the Local Governments would not interfere in bringing a settlement of the North Western Railway strike, and Sir George Barnes had to come down from Simla to make a settlement of the same. It would be quite feasible if the Local Governments are allowed direct interference in the matter of settlement of strikes. The Trade Dispute Act provides that the Government concerned will deal with the situation. So in case of railway strikes, it is the Central Government that has to settle the strikes, and not the Local Government. Local Governments, being locally aware of the situation, can better judge the labour conditions and the affairs relating to the strike or lock-out and it should therefore be just right if the Local Government is invested with the powers of settlement in future.

136. *Work of Special Labour Officer or Officers.*—It is recently that for the registration of the trade unions, the Government has appointed agents in each province and so the Director of Industries has been entrusted with the work of registration of trade unions in Punjab, whose present duties are only to see to the registered trade unions of the Punjab and grant them certificates of registration or cancel the same as provided for in the Trade Union Act. Factory inspectors and boiler inspectors, working at present under the Punjab Government have also been appointed, so far as dealing with the cases relating to factories, etc. are concerned, but there is no special secretary in charge of this department in the Local Governments. The Revenue Secretary or the Revenue Member has portfolio of the labour. With the extension of labour problems in the near future, it seems essential that a special department be organized under a labour secretary in the Punjab and entrusted with full authority to deal with all the labour enactments, labour welfare, education of the labour, their health and prosperity. So far as native States are concerned at present the enactments made by the Central Legislature are not applicable to these States. Similarly, is the case of Labour Convention of the International Labour Office, which are not ratified by native states.

A suggestion was made to the Simon Commission that a labour Commissioner should be appointed under the agent to the Governor-General for native States in India with a view to see that all enactments made in British India are made applicable to native States. The question arises as to the right of the sovereignty in those States, but it is very easy for the British Government to interfere and compel the ruling princes to accept labour enactments in the interest of good government for which protection of British arms is granted to them. Therefore the Commissioner appointed for this purpose should compel the native States to make such enactments as are in force in British India.

138. The Factory Act, in brief, has been hung in vernacular outside the factories which are governed under the Factory Act, but the interest displayed in it by workmen is very limited. It is essential that the factory inspectors, instead of prosecuting the factory owners for the infringement of law, should also carry on the duty, through their assistants, of educating illiterate workmen on the side of factory legislation.

141. So far as the administration question affecting the personnel is concerned, the following points will be dealt with separately under each head :—

- (1) Victimization (this includes discharges, dismissals and resignations).
- (2) Punishment (reduction of grades, fines, penalties, etc.).
- (3) Promotions.

The divisional system of the North Western Railway, has been replaced by the departmental system which afforded a great relief to the staff, so far as the question of redress of their personal grievances was concerned. For instance, station staff

was first dealt with by the assistant traffic superintendent, whose orders could be altered or amended by the district traffic superintendent. If the relief prayed for was not granted, an appeal could be submitted to D.T.M. and T.M. If further relief was thought necessary to be sought for, the agent and the railway board were easily accessible. It was under this system that the employees got the relief anyhow, anywhere. Moreover, the staff had only one master to please, while under the divisional scheme, a D.T.O., D.C.O., D.P.O. and a lot of other officials whose favour one has to win before he could expect any good, but on the contrary, a little displeasure of one or the other officer may cause an entire ruination of the employee, as the doors of justice are entirely shut. The divisional superintendent acting as he does on the guidance of his executive officers, passes orders which cannot be interfered with, even by the agent, as he has full authority to deal with men drawing less than Rs. 400 per mensem. In cases where appeals have been made to the agent a stereotyped reply has been received by the appellants that the appeal has been sent to the Divisional Superintendent for necessary action, who as usual, communicates his previous orders without any slight alterations. As a matter of fact, one could not expect anything better than this from the divisional superintendent. The justice now being administered in the railway is worse than the old system, and an improvement is immediately needed. The old heads of departments are now only treated as executive officers and have no hand in the administration of justice. It is essential therefore that a court of appeal be set up consisting of the representatives of the employers and the employees, to deal with the different questions as to the dismissals and discharges of the employees made by the railway.

*Discharges.*—Under the terms of agreement, the railway has reserved to itself the right of discharging an employee with a month's notice. This power has been used by the railway authorities indiscriminately. There are cases where men have been discharged whose services were 20-25 years, and no explanation was given by the railway authorities as regards their discharge. The railway men have no right of appeal in their cases of discharges affected under the terms of agreement to any higher authorities, and it is always left to the sweet will of the officer, to discharge a railway employee whenever and wherever he deems fit. In cases of dismissal, charge sheet is served and explanation called for, but when charges cannot be proved, the sword of Damocles, viz., termination of service on service agreement is used by the railway against the employees.

*Punishments.*—This has been dealt with previously under the question of fines, penalty, etc.

*Promotions.*—Rules have been laid down for promotion of staff to higher grades but the question of selection is entirely left to the officers so far as the grant of promotion is concerned and the employees have very little to say in the matter. On the North Western Railway, like other departments of the Government, the promotion of an employee is ruled by two principles, one by seniority and the other by selection. So far as employees are concerned, they have very little to complain of about the seniority, because of its simplicity, but the question of selection is so perplexed that in almost all the cases there will be found aggrieved persons complaining of injustice, racial indiscriminination, and communal hatred or bias, even though the right person for the right job might have been selected by an officer, yet there are always chances where complaints will be forthcoming due to the racial prejudices, that exist in the various communities like that of Europeans, Anglo-Indians, Parsis, Christians, Hindus, Mohammedans and Sikhs. It is because that there exist and have never been framed and made public any hard and fast rules governing the promotion of an employee by means of selection, and the matter is solely left to the discretion of the presiding officer who is to take into consideration the different circumstances of the case of a candidate, regarding his educational qualifications, the practical experience, the outward appearance, habits and manners, faithfulness and loyalty to his superiors and the department he is serving in, his suitability and adaptability of the conditions under which he is to serve in future, and above all, the equal distribution of high posts to so many sects and classes and religions according to the definitely laid down policy of the supreme Government. There is no millimetre or any other such instrument which either the modern mechanism or science have invented so far by which one could gauge, measure or fully analyse, the required qualifications of a candidate in the case of selection of an employee for promotion to a higher grade, and the decision once arrived at by an officer, whether right or wrong, can be cloaked or garbed under one or the other merits or demerits. The officials are neither super-human or angels, and have the equal drawbacks of a human nature. One cannot pass a decree in their favour that they have not got the human instinct of personal pride, arrogance, selfishness and prejudice, and it is to guard against such things that the republican system of legislature has been adopted by the most advanced Governments, and laws are passed in very guarded words and phrases to administer justice into the public life.

Right selection of the best type of men for higher grades and better posts, no doubt is essential in the efficient, economic and profitable working of the railway, but to find the right type of men for the right job it is also essential that it should not be left in the hands of either one man or one personality how high, fair, and above board that may be. The Government of India has appointed a selection board for appointments of clerks in its secretariat department, and has also laid down the specific rules regarding the minimum qualifications and tests of the candidates. On English railways the vacancies that occur in the higher grades are advertised in the Departmental Gazette, and special rules of tests are provided for the selection of candidates, for such posts and those ambitious and aspiring for the same are called upon to send in their names when competitive examinations are held and the results declared on the merits of the candidates, thereby avoiding on the one side the wrong selection of an employee who may not prove to be a productive one to the best interest of the department, and on the other side to guard any injustice being exercised to the candidate himself.

Though we cannot expect from an alien or foreign Government, which rules India primarily for its own interests and benefits, the application of democratic and fair principles guiding the selections, for the simple reason that its political and military aims, objects and considerations must supersede anything else, yet the railways being a commercial transaction, it is in the interest of business and economy that attempts should be made to be as democratic and as fair as possibly could be and allow the formation of a board consisting of representatives of the union and the administration to sit on it to decide as to the selection of a suitable candidate for a suitable job.

### XVIII.—Intelligence.

143. (i) The Labour Gazette, issued by the Bombay Government, contains statistics concerning the rise and fall in prices of, foodstuff and other necessities of life, but in Punjab no such return is compiled by the industries and labour department. The cost of living has not been fluctuating very much in the Punjab during the period of the last five years, nevertheless it is essential that some statistics should be prepared if the question of relation between the minimum and maximum wages and the living wage is to be permanently decided. This should be undertaken by the Government itself, and the labour organizations should be allowed to correct them if the data available with the Government is found to be incorrect. Enquiries to be made should be annual to avoid extra expenditure for this purpose.

(ii) Indents compiled so far, under the Workmen's Compensation Act, are only based on the figures supplied by different Government factories. Attempt should be made to find out the number of workers who, having suffered any kind of accident, were deprived of compensation for one reason or the other, so that the Government may be kept well informed as to the amendments that may be required to be made in Workmen's Compensation Act in the future.

(iii) Statistics prepared in connection with the strikes and lock-outs in the province should also be very carefully made in consultation with the trade unions and industries in which such lock-outs or strikes occurred. Similarly other statements concerning unemployment and immigration from one province to another or outside India, should be compiled by the industrial department. All these statistics should be supplied free of cost to the registered trade unions for their information.

### XII.—Wages.

96. The present and the proposed scales of pay as drawn by the North Western Railway employees have been shown above\*.

From those scales of pay, it is quite evident that the labour has been divided into so many different categories, interests and classes that to have a standard wage for railway men seems to be very difficult, but the magnitude of difference in the salaries is so vast that there appears to have been given no consideration to the question regarding the living wages in the case of men drawing Rs. 20 to Rs. 50. If a minimum wage is to be fixed for a man with a family of four and he may be expected to live an ordinary life, educate his children and attend to other social affairs, he should under no circumstances draw less than Rs. 50 a month.

Some time back the question of living wage was discussed with the agent, North Western Railway. He was urged by the railway union to at least pay Rs. 30 to enable the low paid staff to maintain themselves, but he worked out figures which came to Rs. 11-4 annas only. He did not include in this sum the expenses for a family of four people, neither the expenses for the education or other amenities of life were included therein.

\* Not printed.



Railways give certain privileges in addition to living wage, like uniforms, free quarters, passes, provident fund, bonus, gratuity, etc., but all these privileges do not help substantially towards the maintenance of a family, some of which are meant to help the employee at the time of his retirement while others help in minimising certain of the other difficulties of the life.

97. The wages during the Great War when the prices of the foodstuff rose abnormally high, were very low, but since then they have been increased at least by 75 per cent. The increase in wages has also affected in the change of life of the employees and his standard of living and who instead of being able to maintain themselves still find themselves in financial difficulties because the status of life has also changed. In the strike of 1925 an increase of 25 per cent. over the then wages and salaries was demanded by the North Western Railway employees, but since the strike failed no consideration has been given as to the increase in wages. Those who draw less than Rs. 50 a month and have to maintain a family of four to five are not able to manage their affairs quite satisfactorily. The coolie class who is paid only 10 annas a day and bhishtis, sweepers, and other menial staff, are living in a very wretched condition and immediate improvement is essential.

The railway is making a good profit and can afford to pay the menial staff more than their present wages. The report of 1927-28 for the North Western Railway shows that it had a net gain of Rs. 1,65,53,000 and, therefore, there is every possibility of finding money for the low paid staff of the railway. Among the clerical establishment those who are blocked at Rs. 60 only, are very badly hit. The clerical staff in other departments of the Government directly rise up to Rs. 140 per mensem, but it is only in the railway that the clerks are blocked at Rs. 60 : and unless there is a vacancy in the next grade they have to wait for years and years before they can get promotion. Here is an instance to quote of a clerk who had only risen up to Rs. 90 and is working as a luggage clerk at Karachi camp with 11 children to feed and educate. Most of the money goes to the highly paid staff as there is no ratio between the minimum and the maximum wages as exist in European countries. The ratio in India is more than 1 to 1,500, while in European countries it is not more than 1 to 100, even though the earning capacity per head in India is lower than the European countries. Here the statistics show that the earning per head is not more than 1 anna a day, while in England it is more than 12 annas a day. In America it is more than 2 shillings a day. So in a poor country like India it is waste of public money to pay the privileged class of people high salaries while majority of the workers live on starving wages. For instance a European guard and a European driver or those Indians who are fixed up in these grades are drawing salaries which a station superintendent of Marlborough in England would draw. Salaries of supervising staff are also paid very highly as compared with that of the low paid staff. After all there should be some comparison between the minimum wages and the maximum wages drawn by the agent of a railway and a coolie under him.

101. Wages are fixed by the railway officers arbitrarily and no consent of the employees is taken in that case. These officers are at liberty to change the scales fixed by them at any time they like. During the strike of 1920 the skilled labour in workshops was granted the grade of Rs. 2-8 annas per day, and in 1928 a circular was sent out reducing the grades to Rs. 1-10 annas, Rs. 1-14 annas and Rs. 2-8 annas. Again there are no negotiable agreements or the authorities are ever prepared to negotiate such things with the employees who should be given over a chance of fully explaining themselves. An attempt was made in 1927 by the North Western Railway Union when Mr. M. A. Khan was general secretary of that body to permit the union representatives to participate along with the railway officers in the preparation of railway budget and find money for helping the railway employees towards the improvement of their emoluments but this was not accepted and on the other hand attempts were made to disorganize the union. At present the arbitrary way of fixing wages and scales of pay is badly resented by the employees of the railway and it is suggested that to democratize the present autocratic system of the railway it is essential that a board consisting of equal number of officers and equal number of the representatives of the employees should be constituted on each railway with a view to see to the fixing of wages and the grant of other emoluments.

102. Shop employees are paid overtime at the usual rate for the hours they work after their usual duty hours. They are not paid at the rate of  $1\frac{1}{2}$  as decided by the International Labour Convention. If they work on Sunday they get the usual day's pay, but not the double as the European guards get. Guards, Indian or European, get double pay for the Sundays, but the drivers, firemen and shunters do not. They should also be granted double pay for Sundays if they are called on to duty.

103. So far no effort has been made as to the standardization of wages. It is a general complaint that the staff is divided into so many sections and categories and the wages fixed are also sub-divided into so many classes. An immediate attempt

should be made to standardize the wages of different classes of staff on a general principle of decent living, good education, better housing and to meet with the other necessities of life, a very little difference should be made between the supervising and the working staff.

104. Labour supply is quite sufficient and available and the lowering of wages has not affected the supply of labour. The labour in India is in surplus and it is generally migrated to different parts of the world wherever there is a demand for the same.

105. It is in the interest of labour that minimum wages should be fixed by statutory regulations to protect the rights of labour. Such minimum wages should be fixed so adequately as to meet with the expenses of a family in case of an adult worker, and in case of children it should be supplanted by an additional payment for each child.

106. Before proceeding to discuss measures for the remedy of abuses arising out of fines and other punishments, it is necessary to record below a brief sketch of the methods now prevalent on the North Western Railway, as regards punishments.

There are three kinds of recoveries made from North Western Railway employees :

(1) fines, (2) debits, and (3) penalties.

Fines are being imposed upon railway staff for very trifling mistakes, even for writing wrong dates on line clears, missing line clears affixed in the pick-up apparatus without making any enquiry as to the actual causes, detention to trains, imaginary disobedience of orders, for instance, putting in petition claiming restitution and redress and for failing to abide by certain instructions issued by departmental officers from time to time, even though such instructions may be self-contradictory in themselves. In many cases staff is fined at the sweet-will of the officials without being given the chance of any defence remark or explanation prior to the infliction of such fines. There are other kinds of fines which are imposed for maintaining discipline and order, no doubt, but they do not serve the purpose as they are so arbitrarily imposed that they leave a mark of irritation on the mind of the employee instead of teaching him any lesson for the future. It is, therefore, desirable that :—

(1) Fines should not be imposed for ordinary mistakes which are due to inherent weakness of a human being as everyone is to err.

(2) Fines should not be recovered until ample chance of defence is given to the alleged defaulter and the fine memo is accepted by the person to blame.

(3) Fine should not be imposed in cases where it is proved that the employee did not understand the rules and official instructions fully.

(4) Employee should be cautioned for a similar kind of offence committed thrice before he is fined.

(5) No fines should be imposed for putting in restitution or redress applications, and fines in one month should not exceed 1/20th of the whole pay.

(6) Fines should not be imposed also in cases where the alleged defaulter is proved to have received or noted no orders or instructions of the officers concerned, and fines should not be imposed for such instructions or orders which do not relate to the trade to which the man belongs.

• (7) Man, if found unfit for one duty, should under no circumstances be fined, but he should be transferred to some other job or given another kind of work which he is naturally capable to perform.

(8) For fraud, dishonesty or any other serious offence before punishing a man with fines, every opportunity of self-defence should be given to the employee, and the benefit of any doubt be also given to the alleged defaulter.

To avoid arbitrary actions of officials which lead to discontentment amongst the employees a special " appeal tribunal " should be formed in each trade which should equally consist of men from the employers and employees side along with a president elected, by both the parties jointly.

All the amounts realized through fines should be spent on the departmental education of the employees by means of touring lecturers and films and free distribution of printed leaflets and booklets containing educative propaganda in connection with the industry.

*Debits.*—This is another kind of fine imposed upon employees for damages done to consignments of traders, their partial and entire loss. In this case the railway has never shown a benevolent attitude towards their poor employees. Full amounts have been recovered in many cases, which is a very heavy punishment. In such cases, after a sifting enquiry has been made and the responsibility fixed on a certain person, only a part of the loss which should not exceed 1/20th of the pay of the employee, be realized. Station masters and other commercial staff are debited with the full cost

of telegrams which they issue to rectify a mistake, which is subsequently noticed by them and brought to light by someone else, concerning to the operating or commercial branch in the interest of the railway. Station masters are also being debited immediately with the cost of telegrams issued from the divisional officers or headquarters calling for certain returns which are reported as not having been received in their office without making any enquiry, and it has been proved in many cases that such returns were duly submitted by the station masters through guards under their clear signatures, and some of the kind-hearted officers do cancel the debits, but in majority of cases the staff is debited without any consideration.

No debits should be raised for the messages issued to rectify the errors subsequently noticed nor the staff be debited for not submitting certain returns which could easily be called for in another week's time.

*Penalties.*—On the N.W. Railway, penalties are heavily imposed upon the staff for not submitting within a specified period the receipts of privileges and service passes, in using expired date passes and using the same wrong route or otherwise. All such penalties should be put an end to and passes treated as ordinary tickets, and the pass holders dealt with accordingly.

It would be interesting to read an article of the I.F.T.U. regarding fines, which is reproduced below :—

*Legislation about Fines and other Punishments in Foreign Countries.*

I.F.T.U. The most serious and least easily computable deductions are those made in fines. Particular interest has been aroused in these lately owing to the revelations made in the Indian press as to the exorbitant fines levied in the Indian textile industry. It has been stated that these have amounted to as much as the half of a worker's wages. When it is remembered that wages are paid monthly, and that yet another class of deduction is common in India, i.e., on account of wages received in advance on engagement, the advance being repayable at interest, it can easily be imagined on how little a worker's family must contrive to live in some months. The All-India Trade Union Congress have now got the Indian Government on their side in this matter. In a circular to local Governments it writes, "If fines are not subject to regulation the employer who imposes it acts as prosecutor and judge, and the employee has no effective remedy if he is fined unjustly or in excess. This is true even in countries where workmen have the support of trade unions in resisting unfair imposts." The Government of India is therefore contemplating following the example of European industrial countries and introducing legislation.

Of those European countries where legislation exists, the most complete form is found in Austria, Belgium, Germany, Great Britain, Holland and Switzerland. In Bulgaria, France, Italy and Spain no legislation exists.

The English law, culminating in the Truck Act of 1896, deals with three kinds of deductions, i.e., compensatory and disciplinary fines and deductions for materials or tools used. It forbids the making of any deductions not stipulated beforehand in a written contract either signed by the individual workmen, or if collective, posted in a conspicuous place. Similar provisions are found in all the national legislation mentioned. All contracts in regard to deductions and a register of deductions made must be open to inspection, and if found to be contrary to the Act the employer can be punished. (A provision found in most countries.) Disciplinary fines may only be imposed for "an act of omission which causes or is likely to cause damage or loss to the employer or interruption or hindrance to his business."

This is unusual, most laws allowing fines for a breach of rules. Compensatory deductions for "bad or negligent work or damage to the materials or other property of the employer" may not "exceed the actual or estimated damage or loss occasioned." All deductions must be "fair and reasonable having regard to all the circumstances of the case." An employee who considers himself unjustly treated may sue the employer for restitution.

Legislation in other countries offers better safeguards in some cases. On the thorny point of responsibility for damaged materials, etc., in Belgium, Germany and Switzerland the employer must be able to prove that the damage did not occur in the ordinary course of events (Belgium), but was due to negligence or wilful damage (Germany), wilful or other negligence (Switzerland), the law in the last-named is very explicit. (Labour in Factories Act, Art. 28, and law regarding obligations.) Again, in the matter of the amount of deduction, the English Act is very vague. In various countries proportional limits are fixed. In Belgium the limit is 1/5th of wages payable, in Holland one day's pay, and in Latvia 1/3rd of wages. A committee appointed in England in 1906 to revise the Truck Act proposed limitation of fines in any one week to 5 per cent. of wages due, and their total abolition in the case of young workers under 16, but these proposals have not yet been applied.

In both Belgium and Italy arrangements are allowed by which a deposit fund is created for each worker out of deduction from his wage (up to 1/5th in Belgium). All charges made in respect of fines are met out of this deposit, the balance accruing finally to the worker. In Belgium the deposit fund must be held by a third party.

Perhaps the most effective deterrent measure is that can be found in the legislation of Austria, Germany, Holland and Switzerland, according to which all fines must be paid into a fund for the benefit of the workers. The Austrian law specifically mentions sick funds. The Dutch law states that "the fine must not directly or indirectly benefit either the firm or the person imposing the fine."

It need hardly be said that the extent to which fines are actually levied cannot be estimated from a reading of the legislation on the subject. A strong trade union movement can, as in Sweden, limit the impositions of fines to "such cases and such rates as may generally be regarded as equitable," with the most meagre legal protection. Nevertheless, as with all labour laws, a trade union is in a much better position to obtain satisfactory clauses in collective agreements or in factory regulations with Factory Acts and a factory inspectorate behind its demands, than if those demands have to be made without a minimum of statutory provisions to fall back upon. In almost every country where strong trade unions and a system of worker's representation by means of factory councils or other bodies are found accompanied by legislation, the practice of imposing fines is reduced to small proportions or is only of serious importance in badly organized trades or occupations.

107. (i), (ii) and (iii) The railway pays wages monthly, and about 10 to 20 days elapse in some cases when the last month's wages are paid. It should be made incumbent upon the railway that, as in the case of head office clerks, the wages should be paid on the 1st or 2nd of each month. As a matter of fact, the wages for the labour, skilled and unskilled, should be made payable weekly as in England, because the payment of wages after one month and 20 days results in the workers getting under loan to Baniyas, who charge very heavy interest with the result that the poor workers are left very little out of his meagre salary for the month's expenses, and has to suffer this loss of interest as well. If wages are paid weekly the worker will be in a position to manage his own affairs without raising any debt. This will ultimately reduce his financial troubles.

Dewan Chaman Lal, M.L.C., desires to bring in a Bill on the subject which was circulated for information, which was subsequently withdrawn for reasons unknown. The labour demands that wages should be paid weekly.

(iv) Unclaimed wages remain with the authorities and the present rules for payment of unclaimed wages to the heir apparent of an employee are very stringent. The man is required to produce a certificate of the Court for the justification of his being a legal heir of the deceased employee before he can get unclaimed wages or other dues of the deceased. A poor widow left uncared for after the death of her husband has to move from door to door in a Court and spend some money and wait for some months before she can get unclaimed wages and other dues of her deceased husband. A suggestion was made by the union that on the assurance and a guarantee given by the union and two employees of the railway, whose provident fund, bonus and other dues lie with the railway administration, the dues of a deceased worker should be paid to his legal heirs instead of calling upon the heirs of the deceased to produce a certificate from the Court. Action should therefore be taken to arrange immediate payment of all wages, etc., in such cases under the principles suggested above.

108. The agriculturists have been helped in recent years by the opening of co-operative credit societies in the villages which grant them loans, but in industrial areas except in the railway administration there are no arrangements for co-operative credit societies. The Railway Co-operative Credit Society helps the employees with a loan aggregating to a sum equal to six months' pay of an employee, but this loan has generally helped the clerical staff. The skilled and unskilled labour was not permitted to join, as most of them were illiterate and did not know English. This was one of the terms for the members to join that they should know reading and writing in English. On representations having been made it was decided that even those who know reading and writing in Urdu and Gurmukhi will be permitted to become members of the co-operative credit societies in the North Western Railway, but a vast majority of labour is deprived of this benefit because they are illiterate. It is urged that they should also be allowed to be taken on as members of the society and in case the work of the society becomes very heavy some other organization should be set up to meet with the loan demands of the illiterate staff. At present these people are given loans by Pathans, who charge them 4 annas per rupee per month and once a poor labourer falls into their clutches, it is very difficult for him to get out of his financial troubles throughout his lifetime and so, either he will have to leave his job and quietly run away to some other place, where he may not be hunted

or continue to be under debt till he dies. These Pathans swarm near the shops on pay day to collect their loans. Recently on a representation made, the works manager of Karachi took very keen interest in dispersing these scoundrels, and not allowing them to come near the shops on the pay day, because this facilitates their collection of dues forcibly from employees leaving them nothing behind to carry on their soul and body together for the whole month. It will be a great help if easy payments of loans to the poor labourers is arranged by the administration, just as is being done in the case of other staff.

**109. Bonus and Profit Sharing Scheme.**—Recently the piece-work system has been introduced in the loco. shops, in spite of the serious protests made by the employees of the shops. They submitted many applications but to no effect. The last application they submitted to the President, Railway Board, on 24th June, 1929, is reproduced below for your kind perusal. This will show you the workers' point of view as to how far they preferred profit sharing system :—

*Letter from Workmen, Loco. Shops, Lahore, to the President, Railway Board, dated 24th June, 1929.*

**Subject—Introduction of Piece-work System in Workshops.**

" We the workmen employed in loco. shops, Moghalpura, most respectfully beg to state as under :—

" That we object to the introduction of piece-work system in the shops for the following reasons :—

" (1) That we being mostly illiterate are unable to check our cards, and therefore have to depend on clerks who are already well-known for taking all the ill advantages of our illiteracy, and therefore we cannot place our reliance in them under any circumstances for the preparation of our work tickets. For the short time the piece-work system had been in operation, there were many instances where two workmen of one and the same category and having given an equal out-turn, and in some cases having been a pair at work have received bonus varying from Rs. 1-13 annas to Rs. 18 a month.

" (2) That the fixing of the amount of work per hour and the rates, are being done arbitrarily by the production officers without any consultation with the workmen, and there are instances of ratio of work once fixed having been raised to avoid payment of bonus, and therefore we are right in apprehending that the piece-work system is ultimately designed to sweat labour instead of benefiting it in any way as in the near future.

" (3) Even admitting that payment of bonus for greater out-turn is possible, one cannot deny the fact that such a temptation and a desire to earn more money at the sacrifice of one's health will ultimately deteriorate the healthy condition of workmen, which is most essential for the employer and the Government.

" (4) Some of us have already signed the agreement of service with the Secretary of State for India, and the others are willing to sign, if permitted to do so, by allowing them to contribute to the provident fund, and still more we aspire to be taken on as permanent, monthly paid servants of the State at a later date like the ministerial staff. By accepting piece-work system our apprehensions that in future it might be possible to place the whole lot of workmen under certain contractors like the painting and building shops in the carriage and wagon, are not without any foundations. The policy of the Government of India is to nationalize railways, and with this end in view the company-managed railways where the employees were groaning under bad service conditions, have been taken over by the State, thus giving them the benefits of the rules applicable to the employees of the State-managed railways, with a view to better their service conditions. We therefore hope that denationalization will not take place in our case by placing us under contract system of work, and ultimately giving contract to outsiders for the work done on (Amani) system at present.

" The General Workers Union, N.W. Railway, registered under the Indian Trade Union Act, to which a major part of us belong as its members, has not yet been recognized, thus giving our representatives chances to discuss matters regarding piece-work system freely with the authorities concerned, and remove any misunderstanding that may have hindered so far the progress and full operation of the system. All this makes us more doubtful as to the sincerity of action on behalf of the production authorities.

" We therefore under the circumstances explained above are entirely averse to accept the piece-work system under the present conditions, and beg liberty to explain certain unfounded charges that are being levelled against us by some of the production authorities, and suggest ways and means to have a better output. It is maintained in certain quarters that certain shops are wilfully reducing output, for instance, erecting shop. This can be explained by pointing out that a good number of workmen, though shown as belonging to the erecting shop, and shown

on its muster rolls, are working in other shops ; not only this, but about 200 men have been reduced from its original quota. Furthermore, before the production system came into operation, the shop employees were earning about 33½ per cent. as bonus, and overtime money, which was immediately stopped after piece-work was introduced. The workmen of this shop were working early in the morning, during meal hours and in the evening even after recess, and even in the recess period just to clear work to get bonus money at the end of the month. Since the production system has been applied and bonus stopped, and number of workmen reduced, naturally the output should have been reduced not for any mischief played by workmen, but for the reduction of the number of workmen and the reduction of working hours. We can only quote the words of Sir George Rainy, the Hon'ble Member of Commerce Department (to the Government) which he used in eulogizing the N.W. Ry. administration in his speech, where he stated that the cost of repair of one engine over N.W. Ry. was Rs. 2,000, while that of other railways was Rs. 4,000. So, sir, we again assure you of our sincerity of purpose in giving better output of work, and for this purpose and to fully meet the requirements of this railway, request for a full quota of men as was employed in the shops in 1925, without asking for overtime or bonus even if we have to work for extra two hours a day.

" Hoping that this humble request will receive full consideration."

At present the output of the total number of engines has so far decreased as compared with the previous days, when loco. shop was at the average giving 40-45 engines a month. So in the interest of the better output and the employees and the employers, the production system should be stopped and profit sharing scheme as suggested in the application submitted by the employees to the president, railway board, be adopted. The railway has no doubt redressed some of the grievances mentioned in this complaint, but they have not altered the principle and the objection of the men as to the production system in principal remains the same.

110. There are different kinds of staff to whom leave is granted on different terms. Ministerial staff is granted leave under fundamental leave rules, shop and shed staff is only granted 17 paid holidays in a year, and traffic and carriage low paid staff at out-stations is granted privilege and casual leave with pay provided no relief is engaged in their place. The shop and shed employees who are only granted 17 paid holidays have to get leave without pay whether they are sick or require the same for some ceremonial purposes. This staff had been agitating since long for the grant of casual, privilege furlough and other leaves admissible to other staff of the railway, but the railway authorities have not been able to accede to their demands so far. It is urged that this class of men should also be granted equal privileges with the other railway employees as their requirements of life in this direction are exactly similar to those who are availing themselves of the privileges of leave under fundamental leave rules. They further protest that the clerical staff working in offices have 5 hours and 30 minutes duty to perform with all the amenities of life at their back and they are granted leave also with pay, while the skilled worker who works 11 hours and 30 minutes a day, as a matter of fact, as previously stated, is barred from the privileges of leave ; this is due to the withholding of this privilege that the workshop employees have always been the leaders of strikes and all the trouble over this railway has been accentuated through the withholding of this privilege as they believe, that by absenting themselves from work they only lose the pay for the day they are out, while the ministerial and clerical staff are very reticent in joining the strikes because they know they are permanent employees of the railway and they will suffer heavily if they join the strike.

It is therefore urged that in the interest of humanity and peace over this railway the privilege of leave so far withheld in the case of workers should be made uniform for all servants of the railway.

100. The policy of the Government of India is to nationalize the railways, but by appointing the contractors and getting work done through them within the shops and outside means denationalization. This is a fact that the appointment of contractors within the shops for painting and building carriages has tended to lower the wages of the employees. The union strongly resents the giving of work to contractors, sub-contractors or headmen of the villages. Every work on a railway should be done by its own employees who should be adequately paid for, and to lower the value of the employees by the policy of appointing contractors should be stopped in future. The contractors also do the work of blacklegging during the strikes ; they provide labour to break the strikes and therefore the employees strongly resent their appointment in the shops. It is only through the Government prestige and the force at the back of it that the poor labourer is kept down, otherwise they would

have taken law into their own hands and broken the heads of the contractors working in the shops. It is therefore hoped that they will be removed from the shops as early as possible and men appointed on Government scales of pay in the shops for doing the same work.

#### XIV.—Trade Combinations.

120. The General Workers' Union North Western Railway, was organized in the year 1928, and was registered under the Trade Unions Act of 1926, which Act came into operation in the year 1927. This union comprises of members mostly from shops and sheds and other low paid staff, including a few station clerks also. On the whole the present strength of the union is 10,000 strong. The earnings as shown in the balance sheet of last year amounts to Rs. 10,000 approximately, which means a contribution of one rupee per head.

This union was only started to meet the needs of the railway employees in general from the railway administration. In view of the most important work it has undertaken to do, it has gained about 10,000 members to its side, who have real sympathy with this union and are ever ready to favour its cause as will be apparent from its ever increasing number in members. It is only for want of recognition from the railway authorities that some of the station and clerical staff hesitate to join this organization, and it is only for this and to lay a permanent check to the daily growth of this union that the railway authorities are under no account prepared to recognize it in spite of its such a strong position and untottering foundation. The railway is aware how badly they would be handicapped in case they recognize it for naturally the union will win to its side nearly whole of the railway management when it will give a practical test to its underlined object for which it is organized and lay before them the favourable results of its ideal. The railway is so diffident towards this union that it has even disallowed, in open words, the holding of meetings at certain places as the following letter will show.

MESSRS. MILLER AND M. A. KHAN.

*Regarding Divisional Order No. 542, Case 961-P/3, dated 11.10.28.*

#### I OBJECT TO YOUR HOLDING A UNION MEETING IN THE RAILWAY PREMISES.

(Foreman, Jind Shed).

(Signed) F. F. Wagstaff,  
18.10.28.

It has only been through the general consent of railway employees that the union has been able to carry on its propaganda up till now, otherwise the railway authorities had left no stone unturned to retard its progress. It is understood that the other union, recognized by the railway authorities, has not even kept a proper register to show the number of members on its roll, and has such a weak financial position that had it not been for the railway authorities, it would certainly have been dissolved. If the present status of these two unions be compared unprejudicially, and votes from the general employees of the railway be invited just to settle the question of recognition the truth will be laid bare that the General Workers' Union has a prior right of recognition as compared to its rival organization. Of what use it is to get a union registered, if it is not going to be recognized. It is believed that the agent of a railway has vast powers even to defy the Trade Union Act, wherein it is mentioned that registered trade union is meant to regulate relations between the employers and the employees, but he is at a loss to understand that how can a union compromise relations with the employers when they remain silent in, what to say of replying a letter, acknowledging the receipt of it. Under the present situation, the union is in a very awkward position to show any further progress in a constitutional way unless and until recognition is given and the authorities provide certain legitimate facilities essential for the running of a union. If the question of registered trade union movement has any value and the encouragement of such unions is needed, in preference to the communist and other political movements, where the leaders work in an irresponsible way as compared with the responsibility of the leaders of the trade unions, it is most essential that the Government as well as the employers should realize it as their duty to back up such unions for their as also for the employers' peace and prosperity. For recent years, some of the communist parties as, Kirti, Kisan and Nawjawan Sabha and different other anarchists and syndicalist movements are up in the country and it is therefore essential that employers should not stand in the way of a real trade union when it is still in its infancy, but to facilitate its working by helping the unions, and should counteract the activities of the extremist wing.

If the railway authorities cannot help the union by directly financing them, they can at least arrange to have subscriptions and other dues of the union collected from salary bills, which will enable the union to run mutual benefit, sick benefit, legal

defence fund scheme and certain other schemes that are essential for the co-operative purposes. It will be only with the help of the employers at this juncture that proper trade union movement can be developed. It is an open secret that money is being sent to India to propagate on behalf of the third International and U.S.S.R., but on the other hand the true trade union leaders are handicapped for the fact that neither the capitalists nor the Government would help them and the workers are being taught by the capitalist leaders and communist leaders not to pay anything to the trade union leaders because they have given themselves up to work for their salvation free of charge.

So far as the railway unions are concerned, the president and the general secretary should at least be granted free passes to tour over the North West Railway circle and to meet with the emergent situation that might arise at certain periods, requiring settlement.

So it is hoped that the authorities will recognize the real union of the railwaymen (The General Workers' Union, N.W.R.) instead of evading the true issue and grant the facilities (i) of recovery of subscription and union's dues from the salary bills, (ii) grant of passes to president and general secretary, and (iii) leave to executive committee members. These should be the minimum facilities that can be granted to the union for the next five years at least, till the unions have properly established themselves and have secured a strong financial backing. Moreover, they should meet the leaders and the representatives of the union freely and be democratic in spirit to discuss various problems relating to labour. A permanent council, it is suggested, be organized composing of the representatives of the employees and the officials of the railway administration which should not act as an advisory committee only, but should have full executive powers to deal with the problems connecting the welfare of the labour, the payment of wages, the working hours, housing conditions, medical aid, education, health, etc., which will establish good relations between the employers and the employees in future.

121. In Punjab the Trade Unions Act of 1926 has been fully made use of by the existing trade unions, and every such union that was not registered before the Act, was registered a few months after the act came into operation. Amongst the benefits that accrued from this Act, it was anticipated that by registering trade unions under the Trade Unions Act, the question of the recognition of unions will automatically be solved, but at present the difficulty, so far as the recognition is concerned, is the same as was previous to the passing of this Act. The Act has imposed more responsibility on the shoulders of the trade union leaders, who have to run a registered trade union as compared with the old system of loose organizations. A trade union has now to pay for an audit officer for auditing all the accounts which have to be regularly maintained by a good accountant, whose pay has also to be made good from the union finances. The register of members has to be regularly maintained which also costs something to the union, similarly other returns have to be submitted, but in return for all these new impositions the union expected that the registered body will have comparatively a better status as compared with those of unregistered bodies.

The Trade Union Congress of India has not so far been registered but it enjoys the full recognition of the Government of India. Delegates and advisers for Geneva Conference are sent according to the recommendations of that congress, even though the registered bodies of different provinces may nominate some other people as advisors and delegates for the International Labour Conference, yet the Trade Union Congress recommendations are preferred by the Government.

The Government should deal with only registered bodies and ignore the unregistered trade unions and organizations in India in nominating members for the Council and Assembly on behalf of the labour organizations. Full consideration should be given to the strength of membership of registered organizations and no belief should be put in a fictitious number shown by an unregistered organization. The Registrar should be granted the right of inspection as to the statement made by registered trade unions as regards the number of members on their roll. It is quite possible that in the near future, as urged before the Simon Commission, the trade unions may have their own constituencies for the election purpose of their members, to the councils and Assembly and if unregistered organizations are included for such purposes, it will become very difficult for the real trade union to send their own representatives to legislative bodies. If registration has any value, it is the Government and the employer that should in the first instance give full consideration to the registered organization. Secondly the registered organization should be given recognition *ipso facto*.

Sir George Rainy decided as follows, some time back :—

The fact that a union has been registered under the Indian Trade Unions Act should predispose an agent to accept it as representing the interests of its members and their views.



The decision whether and if so to what extent the claim of any particular union to represent matters affecting the staff of the railway may be admitted must be dependent on the extent, to which the union in question is actually representative in its members, influence and standing, of the staff as a whole or of particular class or particular classes of the staff.

Here, with regret, it is pointed out that the agent, North Western Railway, in spite of having received the annual balance sheet and knowing that the General Workers' Union has ten thousand members on its roll has not yet even replied to the correspondence relating to the question of recognition of this union and has failed to acknowledge receipt of the same.

The question having been raised in the Assembly last year, the Government replied as follows:—

"I understand that the agent did not acknowledge receipt of this letter. The view of the Government is that registration should predispose an agent to deal with the union representing the interests of its members, but the question whether the agent should deal with a particular union and if so to what extent, is one which must be decided taking into consideration the facts of each case."

From the above quoted facts, it can be known as to how far the Trade Unions Act of 1926 is utilized. So far as the Act goes it provides every facility to carry on business smoothly and maintain peaceful relations between the employer and the employee. The Act clearly provides that all registered trade unions or such other organizations, recognized by the Government, working for the welfare and progress of industry should be sympathetic, then how is it that the agent North Western Railway should say that as he has recognized one union since 1920 and is not going to recognize any other whether the members desert that union and organize another.

One of the main causes of the strike of 1920 contributes much to the above fact. Had the employers negotiated with the strike leaders in the beginning the things would not have taken this shape, and similar was the case in 1925 strike when attempts were made by the organizers to come to a settlement with the railway authorities who refused to negotiate on the principle of non-recognition of a union.

122. (i) The employers do not like the idea of negotiations with the employees through trade union agencies, but always try to evade the true representatives of the employees. They rather like to see that the employees approach themselves in the form of petitions, applications and representatives direct. Since the trade unions movement has started and the collective bargaining has begun, the representatives of the employees are on many occasions refused interviews, even though the union has been recognized by the authorities. It is at present left to the option of the employers to deal with the employees' leaders, as they like. No stringent rules are found at present whereby an employer can be compelled to negotiate with the employees through their leaders. The General Workers' Union has been writing to the Government and the Agent, North Western Railway, assuring them of its co-operation, but utter silence prevails on the side of the authorities. Efficiency of production can be increased if friendly relations are maintained between the employees' representatives and the employers. In the beginning when the North Western Railway Union was recognized, a term was laid down by the employers that the president of the union should be an employee in the active service of the railway and this has been acted upon up till now by the North Western Railway Union. The employees do not believe in their office bearers who are in active service of the employers as they think that such representatives of theirs can easily be bought over and as a matter of fact many have been bought over and those who stood in the way and fought the cause of the employees were victimised.

(iii) So far as the railway are concerned their position does not much vary with the other trade unions of different trades. The only difference is that they are not allowed to take part in the politics of the country, *vide* Service Regulation No. 23, and at times it becomes very difficult to make a distinction between the political life and the economical questions that are raised by the unions. The railway authorities always try to colour the economic situation into that of the political one. The 1920 strike was an economic trouble, but the Government papers emphasized that it was a Gandhi movement. *Civil and Military Gazette* wrote an article under the heading "Playing with Fire", thus urging the Government to prosecute the leaders and send them to Andamans, as they were agents of Gandhi and Bolshevik movement. It should be the duty of the Government and also of the employers not to mix up different movements when the actual trade unions movement is going on and the employees of the State claim redress for certain of their grievances. At times it may be essential to gain the support of the public for the leaders of the movement to have good relations between the political leaders but this causes suspicion in the minds of the State officials. This does not mean that the trade union leaders do not know where the line of differentiation lies between the two different movements, but the employers to refrain the leaders always try to mix up the trade unions movement with the political movement. Since the Kirti Kisan movement and the

introduction of Communist movement in India, the labour problems have another phase of its own, though the leaders urge the labourers for a political goal, asking them to take possession of the Government, of the land and of the property which no doubt appeals to the passion of the labourers, but they take very little interest in the organization of trade unions in the country and helping them on constitutional basis. This creates a difficulty for the true trade union leaders in putting their members on the right path. So the difficulty for the state employees at present is that on one side their passions are being appealed by the political leaders to join the Swaraj movement, on the other side their extremist leaders who appeal to them to take possession of the land and property and there is a sensible element who take them only to fight for their rights on true economic basis or trade union principles. When the third party is in the field, the employers still oppose them by creating unions of the blacklegs and hirelings of the officials. It is essential that encouragement should be given to trade union movements at this juncture so far as state employees are concerned to keep their faithfulness and loyalty to the State in an integral position.

## B. B. & C.I. RAILWAY WORKERS' FEDERATION, AJMER.

### I.—Recruitment.

1. (i) Majority of the workers have migrated from U.P. and the Punjab.
  3. (i) Either the mistries and chargemen bring men or people collect outside and suitable candidates are selected from among them.
  - (ii) Preference should be given to the men who are recommended by the employees as their own kins and relations.
  7. (i) Mostly men retrenched and retired.
- The only visible cause of such unemployment is due to the abolition of manufacturing coaches, wagons and locomotives. Finished articles are being indented for from home; thus great retrenchment.
- (iii) Manufacturing of finished articles should be restored.

### II.—Staff Organization.

11. Generally and in almost all the cases only Anglo-Indians and Christians are being recruited. This policy of racial discrimination should be abandoned and competent and deserving men from among the Indians should be given promotions. The locomotive and carriage and wagons departments abound in instances in which racial discrimination is quite conspicuous.

Also highly educated sons and kin relations of the Indian employees be given training to aspire for the high posts of foreman, assistant superintendent, carriage inspector, head train examiner, running shed incharge, etc.

The federation recommends to the Commission to suggest starting of apprentice classes to recruit Indian youths for 50 per cent. of the high salaried posts in the superior revenue establishment.

13. Generally the Indian employees are treated with contempt. They are considered only the beasts of burden.

### III.—Housing.

The labourers are not provided with quarters. They either live in insanitary huts, or have to pay very exorbitant rates of rent to the landlords and house owners.

There is no Rent Act in this province.

The Anglo-Indians are provided with big, comfortable and snug quarters. The line staff workmen are also provided with inadequate quarters.

The railway has not undertaken anything to alleviate this difficulty; on the other hand, those who built houses on land acquired through the railway in 1901 are being ejected. The quarters should be built large enough. So long as the quarters are not provided for the workmen 20 per cent. allowance should be allowed to the workmen to meet the extraordinary rent paid to the landlords.

Ajmere is very congestedly populated and there are generally epidemics every year. The places where the workers live are very insanitary and unhealthy. The poorer class of workman make mud huts and are exposed to the fury of floods and rains.

### IV.—Health.

24. Medical help is free, but otherwise costly. Treatment takes abnormally long time, and the people have to resort to private doctors and Ayurvedic and Hikmat physicians.

Sick certificates issued by even the Indian Ayurvedic and Hilkmat physicians should also be accepted as genuine and valid. The medical department should countersign them.

More blocks for the indoor patients be built for Indians, and attempts should be made to cure also the Indian patients in the same way, with the same remedies and care as the Anglo-Indians are.

Every candidate has to pass a medical test prior to admission into the shops. This test is strict and there is much scrutiny. The standard of the test should be lowered. Also, in the shops, particularly in the carriage and wagon shops, hundreds of workmen have to work in open places. Twenty and 22 departments are the clear examples. The railway does not look to this. It has been so ever since the opening of the shops.

Anglo-Indians are provided with tiffin sheds and stalls. Rejected vehicles are placed with seats and tables, while the poor Indians are allowed only two sheds which can hardly contain a thousand men.

#### VI.—Education.

40. Anglo-Indians are allowed very many facilities. They are given education allowance to educate their children in India up hills and abroad. There is only one school for the children of the Indian employees.

The Indian employees are not allowed any allowance nor are any scholarships allowed by the railway for any aspiring and promising sons and relations of the employees to study in some other centre or out of India.

Not only free railway schools for the children of the *bona fide* employees be opened, but also, the intending candidate be allowed chances and scholarships to go abroad for studies in certain art or science useful for railway concerns. Schools opened free should embrace classes up to the high school standard.

The employees are not allowed any facility to know the A.B.C. of the English language and of their own. For this purpose night schools should be started.

41. The present employees are not allowed any facilities for vocational or industrial training. The workmen should be allowed some hand in drawing classes, etc.

#### VIII.—Worker's Compensation.

Very little compensation is allowed for accidents on duty. The amounts for various limbs should be fixed in consultation with the workmen.

Fatal accidents should be given full consideration. The sum of Rs. 2,500, or whatever is less, should be given up. This maximum should be raised Rs. 10,000.

#### IX.—Hours.

The workmen work for 48 hours a week. At the present rates they hardly get enough to make the two ends meet. The hours of working should remain the same, but their wages should be increased according to the suggested scales under wages. The workmen should work for 48 hours but they should be paid at the full rate of 60 hours. The workmen are allowed only 15 days leave with pay in a year. This should be increased to 30 days' privilege and 10 days' casual, with all the local and gazetted bank holidays as uncountable.

The following holidays are recommended :—

New year's day	..	..	..	..	1
Shabe Barat	..	..	..	..	1
Bakra Id	..	..	..	..	1
Empire day	..	..	..	..	1
King's birthday	..	..	..	..	1
Moharrum	..	..	..	..	1
Id Ramzan	..	..	..	..	1
Shiv Ratri	..	..	..	..	1
Holi	..	..	..	..	2
Good Friday	..	..	..	..	1
Barawafat	..	..	..	..	1
Janmashtami	..	..	..	..	1
Dashera	..	..	..	..	2
Dipawali	..	..	..	..	2
Coronation day	..	..	..	..	1
Christmas	..	..	..	..	2 (25th and 31st.)
Pushkar	..	..	..	..	2
Urs khwaja sahib	..	..	..	..	2
Solar eclipse	..	..	..	..	1
Lunar eclipse	..	..	..	..	1

In local fair days the shops should be closed an hour earlier and it should not be counted against leave.

**XII.—Wagon.**

The prevalent rates are very low and cannot allow the workmen to lead a decent and standard living. They should be revised as below :—(a) Carpenter, smith, turner, fitter, painter, and men of like capacities should be started on not less than Re. 1-8 annas a day, rising up to the maximum of Rs. 5 per day, with special grade Rs. 7 a day. (b) Helpers to the above, i.e., their assistants should be started on not less than Re. 1-4 annas a day, rising to a maximum of Rs. 4 a day, with special grade to Rs. 5-8 annas a day. (c) Coolies to be started on not less than Re. 1 a day rising up to Rs. 2-8 annas when they should merge into the higher grades.

Promotions should be regular. Presently, men are not given any promotions for years together while some get every year. Also, some departments recommend 1 anna, some 2 annas and some 4 annas. There should be a regular system, and no workman should remain even for a year without his due promotion.

There are special grades for Anglo-Indians and they are given regular promotions, while the Indians are not. Even skilled and competent workmen are not given special grades.

Anglo-Indians only for the sake of promotions, are designated as mechanics, and given promotions to Rs. 7 a day, while the Indian mechanics are given only Rs. 5-8 annas. The Anglo-Indians in both the workshops have higher grades and in some cases Indians are not allowed to aspire to such posts.

Anglo-Indians are allowed special concessions as regards passes and promotions. It should be brought down to Indian level or the Indians should be raised to the same scales.

*Passes.*—There are very few Anglo-Indians who get third or inter-class passes while almost a majority of the cases Indians get only third and inter-class passes. Indians should be allowed inter-class passes as soon as they draw Re. 1-8 annas a day, or Rs. 40 a month, second class passes should be issued to the Indians as soon as they get Rs. 2-8 annas a day or Rs. 75 a month.

Passes should also be issued for more than five members of a man's family.

Retirement gratuity should be paid at the rate of as many months' pay as the years the man has worked. The workmen staff should be brought on the permanent regular establishment on monthly salary and all concessions of furlough, leave and passes be made equally available to both the Indians and the Anglo-Indians.

All the concessions that are now being given to the Anglo-Indian community should also be given to the Indians. Serious Indian workmen, and all the Indian apprentices should be admitted to the A.F.I. which right is presently denied to the educated Indian apprentices and workmen, and reserved exclusively for the Anglo-Indians and Christians. Insurance system of various limbs of the workmen exposed to accident in different trades should also be allowed to those who have lost and might lose.

The federation urges upon the honourable Commissioners to remove root and branch the racial discrimination which presently exists.

Recruitment to high salaried posts should not be monopolized by convenanted men from England and Anglo-Indians. They should be made open to Indian apprentices and qualified Indian youths should be trained so.

## **PRESIDENT, ASSOCIATION OF THE CARRIAGE AND WAGON INDIAN APPRENTICES OF THE B.B. AND C.I. RAILWAY.**

For a long time the industrial and mechanical departments were manned by highly paid European and Anglo-Indians. It was almost assumed that Indian youths lacked both the aptitude and inclination for such work. This assumption was based on the fact that industrial era with all the paraphernalia of mechanism was a Western product and as such the indigenous mind could not be expected to take to it. But the myth has long been exploded in no uncertain terms. The rising consciousness amongst the people demanded a just share in all the nation building departments. They preferred their claims through the council halls and from public platforms. The Reforms Act of 1919, made a welcome gesture in that it introduced a scheme to train Indian youths with the object of assimilating them in the superior grades of various railway departments. The Lee Commission as well emphasised on

the inauguration of the new era, and particularly enunciated the principle that the future policy of both the state-managed, and company-managed railways should essentially be one of gradual Indianization of all the departments.

The carriage and wagon workshop of course could not but chalk out a scheme of entertaining Indian candidates for training them in the technique of the department. The admission to the class was extremely limited and yet one had the consolation in the thought that the ice was broken. This was done in 1924, with the avowed object of absorbing these qualified candidates in the departmental service. The candidates took quite well to the mechanical line, and the officials in their annual report spoke in the highest terms about their progress.

But now experience goes to point out that the new endeavour has in effect, been quite of a doubtful value. While the letter of the new ruling was observed, its spirit was conveniently missed and with a vengeance, if we may be permitted to say so. The sad affair is that while some candidates were entertained for the training, the natural sequence of absorbing them in the department was questioned. When facts are stated, let them but not be branded as coloured ones, when done so. These departments were a close preserve for the Europeans and Anglo-Indians, and to all intents and purposes, remain so even now. Discrimination still has a full sway in recruitment, treatment, wages and employment.

It is a well-known fact that the chief arguments in favour of converting the company-managed railways into the state-managed ones was that such a change would give full and free scope to Indian youths to rise to the highest pinnacle of service. The company-managed railways were pressed for inaugurating the era of Indianization in all the departments without any prejudice of caste or colour. The good fiat was there, but unfortunately, there was neither any such instruments which could force the good intentions into practice. And this brings us to the sad tale.

The apprentices spend the best part of their lives, in learning this or that of the technique of their branch, but at the close of their training period are almost nowhere. The officials deny them to absorb in the railway service for they say there is no post for them. They are asked straightaway to go into the world and earn their bread. In the first place, every mechanical line has its technique. It is not the same everywhere. They naturally knock at allied quarters—few as they are—but are turned back; for there is also the sway of some such rule. In effect, these candidates are thrown out of employment and perforce take to anything but the mechanical lines. They are almost as good ones as new ones in other lines and as such are offered quite a meagre salary. Consequently, it gets immaterial with them whether they accept a technical job or some other job.

Sometimes it seems as though the conscience of the officers pricks them. At the close of his apprenticeship, a candidate is sometimes offered a job on a remuneration lower than what he is actually receiving. And then there is the dilemma before him. If he accepts the job, apparently he was being highly paid so long. If he refuses, he clearly has not the aptitude for the mechanical work or is thrown out of employment. It would be seen that such a situation is fraught with all possibilities. These candidates with the past bitter experience, would go out into the world telling the discouraging story. Consequently no good stuff would anymore care to take advantage of this class. So the officials will have succeeded in killing two birds at a stroke. They will have satisfied the rule of entertaining Indian apprentices, so also they will have successfully discouraged the inflow of good stuff. And once again, it will be proclaimed that indigenous mind is not favourable to the new era. Then there is also another thing. Even in the course of training, Indian candidates are put to all sorts of chastisement. He is treated differentially, he is fined on the slightest pretext and he is not given all the due privileges. This is done on the score that the standard of living of an Indian is of different quality. Granting this to be true for a moment, it is all the more incumbent upon the employer to raise it. It is a well-known fact that a satisfied employee is a great asset to the employer. But then it is not the industrial economics that rule here, it is something else.

Let us also state that this method of training candidates and the way of dealing with them is detrimental to the interests of the company and is a drain on its revenues. After qualifying in all the various lines of the departments when they are capable to render efficient services, they are asked to go. The posts that fall vacant in the railway are either filled up by a few of the Anglo-Indian apprentices or by nomination from the same stock. This in effect must lower the required standard of efficiency. Another question is that if the candidates are not to do the work for which they are trained, then what does the class serve? The company which is supposed to work on economic lines cannot be expected to do this good turn to the mechanical world at large.

Now we seek your aid in effectively getting redressed the wrong of quite a long standing.

**I.—Recruitment.**

Racial discrimination should go forthwith. The Indian apprentice should be treated on the same level as the present Anglo-Indian apprentices.

The present incumbents should be well assured that they would be absorbed in the railway service when their course of training is over.

Superior revenue establishments, and high salaried posts should be filled by Indians after serving an apprenticeship period of five years.

The apprentice should have a choice of joining in the I.D.F. Indians have shown their merits in the Great War and the Skeen Committee has well admitted the fact.

There should be a provision for old age pension in the case of daily paid staff. If the employee is incapacitated in the conduct of his duties, the company should make amends sufficiently.

Technical examination of the existing candidates with good educational qualifications should be held so that they may carry on the clerical duties involved in the appointment. Educated native youths should be taken as apprentices for such lines, and after the expiry of their term, they should be examined both in their educational fitness and technical knowledge and appointments be made according to merits.

Unemployment is on the increase, mostly due to the altered policy of indenting ready-made and finished tools and plant and machinery from abroad. The building work is now nowhere carried on, and as such the number of labourers is being reduced.

The finished manufacture of the carriage and wagon department of this railway is still unrivalled and there seems to be no reason why the shop should only be reserved for repairing and fitting works and all structures, frames and body of the coaches and wagon should be indented for from England. If Parliamentary Acts have devised this means of reducing the number of unemployed in England, then this aspect is quite discouraging.

The Government should pay unemployment allowance in the shape of subsistence allowance during the period of unemployment. International conventions should be enforced and Parliament be asked to enact such laws.

Running of more trains would help both the public and the labourers.

Opening of chord lines on economic basis shall ensure employment as well as increase in finance of the railways. It is markedly seen that many rural areas still remain untouched while non-paying lines are being opened for strategic purposes.

**II.—Staff Organisation.**

Merits should alone be the criterion for recruitment.

Better relations should be maintained with the workmen. The workmen are treated no better than beasts of burden. This should go.

The workmen should be allowed to have unions. Officials should not view them with an eye of suspicion.

**III.—Housing.**

The administration should provide comfortable housing accommodation. Railway should subsidise Indians to help themselves in a proper housing scheme. Loans should be given to them from the Fine Fund for such house building purposes.

**Miscellaneous.**

Compulsory literary and technical free education should be given to the sons and relations of the *bona fide* railway employees. A purely railway school should be established in the vicinity of the works. The Narainjanj land used for stocking beams and logs be cleared and a school building erected. Literary education along with technical education, preparing students for the railway technical class be given up to the high school standard. The school should embrace several branches and recruitment to the railway service should be made directly from this school. Technical education should be given from the VII standard. Various branches of the said school prepare candidates for (a) administrative office clerkship, (b) shop clerkship, (c) accounts and audit clerkship, (d) mechanical engineering and surveying, (e) locomotive and carriage and wagon works and stores. Only theoretical knowledge should be given and this may be supplemented by practical training in the shops and other establishments for two years.

Attached to this school there should be another technical college where candidates for higher appointments, viz., carriage inspector, locomotive inspector, claims inspector, inspector of traffic accounts, permanent way inspector, and assistant traffic inspector, etc., be trained and examined. The period of apprenticeship in the shops be limited to two years only.

Night schools in the same school building be provided for the labourers so that they may understand their work and position.

As far as possible, Indians should be placed over the Indians to supervise them and manage all industrial institutions. Fifty per cent. of the appointments in the superior revenue establishment be made purely from the Indian apprentices, who should be given as thorough a training as the work may demand.

*Scope for the Appointment of the Time Expired Apprentices:—*The carriage and wagon department has its agencies outside the shops at junction stations where train examiners and assistant train examiners supervise the work. These appointments should be reserved for the Indian apprentices particularly. The two years period, reserved for training in certain particular trade, should also include training in train examiners line. There are about 16 departments each have from four to eight mistries, and one chargeman in each. These time expired apprentices can best fit such positions and they should be nominated for them.

There are assistant foreman's posts also. Best from among the apprentices should be tried in these administrative jobs, and thus Indianization of the railway service should begin in right earnest. There are inspectorship in signal and engineering departments, and these apprentices can be well trained for any one of them.

The time expired apprentices should be engaged in the shops without reducing their wages. The association leaves it only to the honourable Commissioners to conceive the humiliation which the time expired apprentices feel, when asked to accept low salaries. In the shops, there are rules to Rs. 7 a day, while poor Indian apprentices, if retained after the expiry, can rise only to the Rs. 5-8 annas a day grade. This system of discrimination should go.

The Commissioners should also take special care to bring into existence an organization whose work should be to see that the recommendations do not become a dead letter but they are carried out into practice to their minutest details.

RAI SAHIB CHANDRIKA PRASADA, EX-PRESIDENT, ALL INDIA TRADE UNION CONGRESS, ALSO EX-PRESIDENT, ALL INDIA RAILWAYMEN'S FEDERATION.

### I.—Recruitment.

3. The recruitment of subordinate staff clerks and workmen for railways is made arbitrarily. Men are engaged at the discretion of the supervising officer or subordinate generally. This is open to serious abuses and often leads to racial discrimination, favouritism and corrupt practices. Instead of delegating the power of engagement or selection to a single supervisor, it is desirable to have a committee of three representative members to recruit and rate such staff.

The following statistics demonstrate the racial distinction in the recruitment of superior officers and upper subordinates drawing Rs. 250 per mensem and above. The total number of these appointments held by men of different races on 31st March, 1924, on the 13 state-owned railways was as under:—

Race.	Officers.		Upper subordinates.	
	Number.	Percentage.	Number.	Percentage.
European .. ..	1,488	79.92	2,813	38.09
Anglo-Indian .. ..	87	4.67	2,782	37.77
Pure Indian .. ..	287	15.41	1,783	24.14
Total .. ..	1,862	100.00	7,378	100.00

Similar statistics of appointments below Rs. 250 per mensem have not been published by the railway board, but the total number of railway servants of all classes on the same date was as under :—

	Number.	Percentage.
Europeans .. .. .	6,642	0.91
Anglo-Indians .. .. .	11,509	1.59
Indians .. .. .	708,942	97.50
<b>Total .. .. .</b>	<b>727,093</b>	<b>100.00</b>

According to the census of 1921 the total population of India was as follows :—

	Number.	Percentage.
Indians .. .. .	315,766,453	99.92
Europeans .. .. .	175,737	0.05
Anglo-Indians .. .. .	113,041	0.03
<b>Total .. .. .</b>	<b>316,055,231</b>	<b>100.00</b>

As most of the upper subordinates on the railways are required to possess a knowledge of the English language, the population figures of literates in English were as shown below :—

	Number.	Percentage.
Indians .. .. .	2,238,572	88.58
Europeans .. .. .	175,737*	6.95
Anglo-Indians .. .. .	113,041*	4.47
<b>Total .. .. .</b>	<b>2,527,350</b>	<b>100.00</b>

Taking Europeans and Anglo-Indians together, their percentage was 11.42 among the total literates in English. They held 84.59 per cent. of the appointments of superior officers and 75.86 per cent. of the upper subordinate posts, while Indians, who numbered 88.58 per cent. in the English literate population, had only 15.41 and 24.14 per cent. respectively of the appointments of the two classes. Allowing that many of the European officers were recruited from England for their special qualifications, that consideration does not apply to the non-technical subordinate posts ; yet there is a preponderance of Europeans and Anglo-Indians in these appointments also, which shows Indians are not allowed equal opportunities.

If statistics be taken of appointments carrying salaries of Rs. 100 to Rs. 249 per month, the racial distinction will be still more marked. The higher officials give undue preference to Europeans and Anglo-Indians in recruitment, pay and allowances, rapid promotion, liberal allowance of leave, furlough, etc., house accommodation, grants for education of children, technical training of apprentices, medical aid, and liberal treatment generally. Certain appointments are a reserve for Europeans and Anglo-Indians, while in other cases they are allowed greater pay than that allowed to Indians for the same work or responsibility. This favouritism cannot be stopped so long as Europeans hold the top posts in the railway board and in the agency and other departments of individual railways. It shows the necessity for Indianization of railway services from the top instead of from the bottom as has been done to some extent so far.

Indians claim equal pay for equal work.

7. (ii) (a) Large bodies of workmen were lately brought under retrenchment as a result of some changes in the working of Railway locomotive and carriage workshops. This created considerable discontent among the staff and led to strikes on several railways.

Some men were also discharged because the officials thought the men were organisers of railway employees' unions or leaders of the strikers. The action of the railway authorities was typical of their antipathy to the needs of workmen.

(iv) No provision is made by Government for unemployment insurance.

8. Employment in the railways is generally permanent in cases of men on monthly pay as well as those paid on the daily rates of wages, except in the case of train running staff ; some of these are discharged for three or four months of the rainy season which is treated as the slack season on some of the railways.

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\* These include children who could not be literate.



## II.—Staff Organisation.

12. Facilities for training and promotion of workmen to the posts of managing staff are none, especially where Indians are concerned. Even for the posts of subordinate superintendents, the facilities are very restricted and practically barred against pure Indians.

13. (i) Relations, between staff and rank and file cannot under the existing system be cordial though the latter have to put up with the treatment, even harsh and unjust, on account of their helpless condition.

(iii) Works committees recently introduced on some of the railways, are employers creatures, composed of their proteges. The Indian railways have not so far adopted the system of constituting such committees of elected representatives as in England.

(iv) Works councils and industrial councils, as are established in England, are very desirable and the railwaymen's conferences have been asking for their introduction on Indian railways since 1922, but nothing has been done by the Government of India in this behalf

14. Timekeepers are employed by the railways, who take the attendance of men working on "day work" as also on "piece work." The piece work system is open to abuse and special care is necessary to prevent loss to the railway.

Wages are billed and paid by the railway staff.

## III.—Housing.

16. The housing of Indian staff on Indian railways is very unsatisfactory to the men. While the railway administrations provide decent houses with large compounds for European and Anglo-Indian staff, they have generally neglected the requirements of pure Indians. Where the railways could not do without providing house accommodation for such men, as for instance at road-side stations; they have provided it very miserly, the rooms being unhealthy, too small and otherwise unsuitable.

Instead of building quarters at the cost of the railway as is done in the case of Europeans and Anglo-Indians, one of the railways prevailed upon its Indian employees to build houses for themselves at their own cost and risks, as owners of the property, the railway giving a piece of its land for the purpose. This case is highly interesting and the writer would give oral evidence *in camera*, should the commission desire to hear it.

19. Workers do utilize the accommodation where provided by the railways but with much discomfort and suffering as may be seen by an inspection of their quarters both at stations and on the lines.

## IV.—Health.

23. (iv and v) The low rates of pay, wages and allowances of the lower staff of clerks, peons, watchmen, etc., do not admit of nourishing diet and good physique.

24. Medical aid provided by the railway administrations is neither adequate nor acceptable to the workers, who frequently resort to private practitioners, but the railway officials generally refuse to accept sick or health certificates of non-railway doctors. Provision is seldom made for the requirements of female relations of Indian employees.

## VL.—Education.

40. While special schools are provided at the cost of the railway revenue and liberal grants-in-aid are allowed for the education of children of European and Anglo-Indian railway employees and staff, the same facilities and privileges are denied for the children of Indian employees and staff, both as regards general education and industrial training; the provision made for the education of Indians is very inadequate.

41. Vocational schools for railway work, such as are provided in European countries, are very necessary in the interests of both the railway service and the youth of the country. The writer has been advocating the establishment of technical schools in conjunction with the railway workshops at each of the railway centres in India with a minimum of outlay and a maximum of profit to the whole country; but such has not been the policy of the railway officials.

## VIII.—Workmen's Compensation.

51. The Workmen's Compensation Act has in some cases curtailed the allowance of full pay to railway workmen for absence due to injury caused by accidents in the performance of their duties, which was the custom to allow under the departmental rules of Government before the passage of the Act.

No facilities are allowed by the railway administrations for insurance against accidents.

**IX.—Hours.**

74. The hours of attendance of staff working at small stations are very long, ranging from 12 to 16 hours a day throughout the year.

75. Effect has not been given by the Government of India to the Washington and Geneva Conventions. The railwaymen of India claim that the hours of attendance should not exceed 144 hours for clerical staff and 208 hours for other staff in a month.

**XII.—Wages.**

96-97. Authoritative rates of salaries and wages for the numerous grades and classes of railway officers, subordinates and other employees of the different departments should be supplied by the railway administrations both for the pre-war and post-war periods. The statistics of maximum and minimum rates of pay obtaining in India and other countries about the year 1920, collected by this writer for the Royal Commission on Indian Railways, presided over by the late Sir William Acworth are give in the following tables :—

Country.	Maximum per month in Rs.	Minimum per month in Rs.	Proportion of maximum and minimum.
Danish state railways ..	900	73	1 to 12
Swedish state railways ..	1,387	63	1 „ 22
Norwegian state railways ..	450	55	1 „ 8
German state railways ..	750	69	1 „ 11
Swiss state railways ..	781	73	1 „ 8
Belgian state railways ..	989	47	1 „ 21
Japanese state railways ..	1,020	46	1 „ 22
Indian state railways ..	3,500	7	1 „ 500

As the higher officials draw unusually high salaries, allowances and other privileges for themselves, they are interested in keeping the lower employees down on low wages and pay. Whenever an attempt is made on behalf of the lower staff to give them a living wage, an excuse is put forward by the officials that if an increase be allowed to the men, the ratio of working expenses would go up. No such objection is raised anywhere when the emoluments of the high officials are proposed to be increased, as was lately done when their already high salaries were increased under the recommendations of the Lee Commission. True remedy lies in laying down a scale of salaries for the staff of the Indian railways on the same scale as is in force on the Japanese state railways, thus bringing down the high salaries of the higher officials, and raising the salaries and wages of the low paid staff and work people, without serious rise in the operative ratio.

The men claim a time-scale for all classes of railway employees with a living wage to every worker to provide him and his dependants with sufficient nourishing food, clothing, and a sanitary dwelling, that the men at present employed permanently on daily rates should be paid on the monthly system and admitted to all privileges of the permanent service, and that a minimum of Rs. 35 per month with varying allowances for towns and big cities be paid for unskilled employees.

96. (ii) The condition of agriculturists in India is more miserable than that of the factory workers, as agriculture in India is not a paying occupation, except in tracts like the Punjab, which are favoured by nature. The rates of wages in the surrounding agricultural areas should not be considered in fixing the wages and salaries of railway employees, because the conditions of living in towns or cities and in the agricultural areas are quite different and responsibilities of railway servants are very great. The miserable condition of the agriculturists is due also to the land revenue system, which taxes the smallest incomes from agriculture, while incomes from other sources under Rs. 2,000 per annum, are exempt under the Income Tax Act. As regards indebtedness of agriculturists see item (108).

101. The present system of engaging workmen and clerks on the railways and the helpless condition of men enables the employers to fix the wages or salaries arbitrarily, without regard to the cost of living. The arbitrary powers exercised by the supervising officer or subordinate, without impartial check, often leads to favouritism, racial discrimination or corrupt practices, which affect the efficiency of staff and lead to waste of public money.

102. No allowance is given for overtime work done by clerks, but workmen on daily wages employed in the railway workshops are given overtime on the basis of their fixed wages reckoned for a day of eight hours. All classes of men claim overtime allowance for work down beyond their duty hours, at the rate of one and a half times between 6 and 18 hours and at double rate pay between sunset and sunrise, for Sundays and other holidays.

105. The amendment of the Indian Railways Act by inserting the provisions for the constitution of central wages board and national wages board for settling disputes concerning wages and conditions of the service and for making it obligatory on the railway administrations to establish councils on the lines of the English Railways Act of 1921 (11 & 12 Geo. V), part IV, will meet the requirements of Indian railway employees.

106. The practice of fining and raising debits which is enforced against lower staff only, should be stopped, except where wilful neglect is clearly proved. Debits where irrecoverable from customers should be withdrawn and written off. The practice of raising debits against the station staff for errors in booking or collecting charges from the public leads to corrupt practices.

The abuse of the fines fund mostly for the benefit and enjoyment of Anglo-Indians and Europeans should be stopped and the management of the fund should be entrusted to a committee of elected representatives of those from whom fines are usually levied.

107. At present wages are paid monthly. Arrangements should be made to pay them weekly.

Unclaimed wages should be kept in deposit till claimed within a definite period. After that period they should be utilized for the benefit of workmen in the same way as the Fines Fund.

108. There is much indebtedness among the railway staff of the lower status. Indebtedness among the agriculturists is very crushing. It is due to non-paying character of agriculture in many parts of India and to the land revenue system. Remedies provided by Government to cope with this indebtedness by a series of enactments, such as the Takavi System, the Agricultural Loan Act, the Land Improvement Act, the Usurious Loans Act, the Insolvency Act, the Land Alienation Act and the Co-operative Societies Act, have not so far cured the disease.

109. Provident institution provides for a bonus which has done away with pension formerly allowed on state railways. But the benefit of the Provident Fund is denied to menials and other low-paid workmen, who need it most.

110. Leave rules on the state railways worked by the state are generally fair, except to workmen on daily wages. These men are employed permanently and claim the same privileges as are allowed to the staff on monthly pay.

The leave rules of company-worked railways are very unsatisfactory to the Indian staff; generally they make invidious distinction between Europeans or Anglo-Indians and pure Indians. Over and above the curtailments made in the rules in the case of lower employees, the men are often denied even the leave admissible under the rules, on the plea of relief not being available or for press of work.

113. Efficiency of staff is affected by racial distinction, favouritism or corrupt supervision. The low pay or wages of the staff cannot but affect their physical condition. This writer is of opinion that given normal conditions, Indians are as efficient and studious as the workers of any other land.

#### **XIV.—Trade Combinations.**

117. The railway administrations of India have a well organized combination in the Indian Railway Conference Association which has been firmly established from the eighties of the last century; while the higher officials, styled as "employers" in the Trades Disputes Act, are united in maintaining their own position of advantage, with fabulous emoluments and large privileges which they have secured for themselves, leaving the lower employees with low wages, low allowances, smallest allowances of leave and other privileges, simply because the number of the latter is the largest. The axiom "greatest good of greatest number" is not applied in the case of these unfortunate employees. The higher officials in their own interests keep the lowest employees down in every possible respect, and have been throwing all sorts of obstacles in the way of these men forming their unions. In the face of such opposition from the officials in power, the men have succeeded in forming their unions on almost all the principal railways. Handicapped as they are, the unions are still in their childhood, being only about 9 or 10 years old.

119. The unions of railway employees have been doing much useful work. Their object is to improve the condition of their members and make themselves more efficient in the discharge of their duties to the employers, the railways and the public who use the railways. The unions have established mutual aid benefit schemes and are trying to secure redress of their long-standing disabilities and grievances.

120. Attitude of "Employers" is generally antagonistic, as the redress of grievances of the lower staff might bring down the abnormally high emoluments and privileges of the monopolists.

121. Most of the unions of railway employees have been registered under the Trade Unions Act, 1926. One of the effects of this registration is that the "Employers" have been forced to give recognition which they stubbornly withheld before. The Act needs amendments.

#### XV.—Industrial Disputes.

123. There were strikes on several railways during the recent years, due to high handedness on the part of the employers generally. They resulted in losses to both the railways and the men.

124. See the answer to item No. 105.

125. Some of the provisions of the Trade Disputes Act are objectionable.

126. Attitude of high Government officials towards trade combinations is neither neutral nor favourable. The employers have a strong hold on the officials, whilst the reasonable demands on behalf of the railway employees have not been acceded to.

128. The terms of the agreements which some of the employers require the lower classes of employees to sign, are one-sided, unreasonable, and prejudicial to the employees. The form of agreement should contain reasonable conditions, freely acceptable to both parties, and should ensure security of service and faithful discharge of duties on the part of the employees. The railway administrations may be called upon to submit the forms of contracts or agreements in use for the consideration of the Commission.

#### XVII.—Administration.

133. Labour is not directly represented on either the central or the provincial legislatures. The Government of India Act should be amended to provide for the representation of labour by election on all the legislatures. The railways are under the central Government; provisions should be made for one representative of railwaymen from each of the major provinces to sit in the legislative assembly and for at least two representatives of railwaymen to sit in the council of state.

141. The administration of Indian railways cannot be satisfactory to the people of India so long as the highest appointments in the railway board and in the agency and other departments of the principal railways are not held by Indians. Europeans and Anglo-Indians who have been ruling the railway administration in India have been generally ignoring the needs of the Indians, distrusting Indian railway servants and keeping Indians down in all departments and positions and maintaining distinctions against the Indians.

143. The statistics relating to railway servants, hitherto published by the railway board, are very meagre and misleading. They give no figures about the wages and salaries of the lower subordinates and workmen. From 1924 they have been giving meagre information about the total number of officers and subordinates on Rs. 250 per month and above only. They have not yet given the total numbers of lower subordinates or workmen nor the rates or total amounts of their salaries and wages per annum. By giving the total numbers only of railway servants of different races, they have misled the unacquainted world that most of the positions on the railways are held by Indians. If along with the numbers, the railway board had given the total amounts of money paid to the different races, the position of Indians would have been correctly shown as the lowest-paid workers. These statistics should be given annually at least by the railway board.

#### Conclusion.

The writer expresses the hope that the Chairman of the present Royal Commission will, in concert with his colleagues, satisfactorily solve the problem of Indian labour as he did for the labour in England by getting the English Railway Act of 1921 passed according to the conclusions of the Whitley Commission of England.

KHAN BAHADUR ARDESHIR RUSTOMJI DALAL, CONTRACTOR,  
B.B. & C.I. RAILWAY, AHMEDABAD.

#### I.—Recruitment.

1. The majority of efficient labour, especially at junction stations, is selected and migrated from agricultural districts of United Provinces, Punjab and Rajputana, Deccan (Sholapur district). The rest is local labour from within a radius of 50 miles.

Foreign labour is given preference to local labour, as generally foreign labour, imported from agricultural areas, villages and districts, has poor earnings in their home lands, and is, therefore, cheaper than local labour, which finds employment in industrial circles, mills, factories, etc., on higher wages.

3. In order to recruit labour from foreign districts a recruiting staff is maintained. This staff collects labour from various districts, makes payment of advances under agreement with the labour, and drafts it under instructions from our headquarters to various stations on line, whenever it is required.

4. Casual foreign labour do not generally bring their families with them, but leave them in their villages to look after their fields. Remittances are sent to them for their maintenance by the workers from their pay.

Local labour mostly live with their families, who are also able to get work suitable to them.

7. As the total number of men fixed and permanently enrolled on our registers are regularly employed at all the different stations, there is no unemployment.

8. (i) and (ii) Generally, labour is recruited in September and October, i.e., at the beginning of the busy season. The period of service terminates at the end of June, when the slack season begins and traffic begins to decrease. The labour is then returned to the native villages under free passes granted by the railway company.

(iii) Foreign labour is more regular in attendance than local labour, as the latter, having connections with adjoining villages and districts, go away for some length of time, more or less during festive occasions and other holidays, and thus remain absent without notice.

Usually, absenteeism is found to an appreciable extent, especially in local labour, after pay days and holidays and during the harvesting season.

Absenteeism is also due to the following causes :—(a) Absconding with the mischievous intention of not returning the advance money received by them ; (b) absconding on being persuaded with false hopes and inducements of getting higher wages elsewhere ; (c) absconding of gamblers and drunkards, who are usually in heavy debt and in the clutches of unscrupulous moneylenders ; (d) absconding of labour, feeling home sick.

### III.—Housing.

16. Housing is provided at important junctions, some in quasi-permanent and others in temporary cutcha quarters erected either on railway land leased from the railway company or on private land in close vicinity of the railway yards.

At other local small stations, local labour prefer to stay in their own houses, which are usually quite close by.

### IV.—Health.

23. Ordinary and general condition of the health of the labourers remains normal where housing is provided for them, but in cases of local labour who prefer to stay in local areas, the general condition is not found to be as satisfactory, owing to congested localities and insanitary houses.

24. Arrangements for first aid and other immediate medical relief are provided free of cost to the labourers. Further medical facilities are available through railway hospitals and dispensaries where treatment in cases of fever and other ordinary sicknesses are given. In cases of prolonged ailment the patient is shifted to the nearest civil hospital, where beyond medical attention, the cost of diet and injection is paid for by us to the hospital authorities.

### IX.—Hours.

78. Ordinarily, the working period is 10 hours per day, which is sometimes increased to 12 hours, due to pressure of work.

### XII.—Wages.

103. A minimum wage is fixed with due consideration of the following :—(a) The living wage of the district where the labour is employed and for which it is possible to obtain the labour ; (b) the close proximity of other important industrial centres where the wages are generally higher ; (c) the efficiency of the workmen.

It is generally observed that the men are fully contented and satisfied with the wages paid to them. Even during the war, when recruiting was going on and the demand for labour was extraordinarily high on all sides, they gave us no trouble, either by an undue demand for more wages or by threats of strikes.

107. The periods of wage payment is generally a month, except in a few cases where daily, weekly and fortnightly payments are made. In addition to the monthly payments, advances, both in cash and kind, are paid to labour twice a week in order to keep them free from the clutches of unscrupulous moneylenders.

Payments are made by pay clerks, after pay-sheets are duly checked and verified.

*Conclusion.*—From my experience, I beg to say that our existing system of advancing money while recruiting labour and the two mid-weekly advances for their provision and also occasional financial aid, during periods of their need and difficulties, has created great satisfaction amongst the labourers, with the result that there are very few cases of men absconding and that only due to mal-intentions as stated in paragraph 8 (iii). They are now mostly free from the clutches of the unscrupulous moneylenders who always had the upper hand over them and which was a great source of anxiety and distress to the labourer.

### THE G.I.P. RAILWAY STAFF UNION.

*Letter from Mr. S. C. Joshi, Honorary Secretary.*

At the very outset, my union desires to express satisfaction in the appointment of the Royal Commission to enquire into the labour conditions of the Indian workers employed in industrial undertakings and plantations. There has been a great demand from all quarters for an immediate enquiry into all matters relating to the conditions of Indian labour. My union, however, would have been more glad if the terms of reference of the Commission had been much wider so as to include all other classes of workers employed in undertakings other than merely industrial. Another point, which I desire to refer to, is the general impression of the people of India that the commissions or committees are nothing but the spacious modes of shelving questions which are of utmost importance and require immediate solution. It is also believed in many quarters that by the appointment of commissions and committees the attention of the people is diverted from the vital matters at issue. My union, however, hopes that the work of the Royal Commission on Labour in India will prove to be an exception to such a belief, and that the conclusions and the recommendations of the Commission will be immediately given effect to by the Government.

The condition of the railway workers is so intolerable and their grievances are so very pressing that in the humble opinion of my union it will be indiscreet to postpone redress of the same till the labours of the Commission are over. My union therefore urges upon the Commission to make an *ad interim* recommendation to the Government of India for the grant of the general minimum demands of the railway employees. Unless this is done my union strongly apprehends that the unrest and heart-burning among the workers will assume a serious turn, for which none but the railway authorities and the Government alone will be responsible.

The G.I.P. Railway Staff Union is a federation of the unions of all classes of railway workers employed on the G.I.P. Railway. It was established in the year 1921. The railway administration, however, refused to recognize it, and all matters affecting the workers and represented by the union were neither enquired into, nor replied to by the authorities. Efforts were made from time to time to seek recognition, but the authorities were adamant, and not only refused to budge an inch, but started what are known as staff councils, as rivals to the union of workers. It was after eight years that on the passing of the Indian Trades Union Act, 1926, when this union was registered that official recognition was granted by the agent on 27th November, 1928, subject to certain terms and conditions. The Staff Union is affiliated to the Provincial Trade Union Congress, the All-India Trade Union Congress and the All-India Railwaymen's Federation. As this matter forms a separate subject in the questionnaire, being number XIV (117 to 122) further details in this connection are given under that heading.

My union also desires to state that the union last year had appointed a committee to enquire into the conditions of the workers of the G.I.P. Railway. The said committee issued a questionnaire to the members of the union and to the other unions of railway workers in India, and collected full information on the several matters referred to in the list of subjects issued by the Commission. In the preparation of this memorandum full use is made of the information thus collected by the committee on the various matters.

As regards the attitude of the authorities towards the workers it may be stated that they appear to care very little for the welfare of the rank and file. They exact work from them to the utmost. Heavy punishments, by way of fines, debits, cautions, warnings, reductions in pay, stoppage of promotions and even dismissals, are inflicted for petty mistakes or irregularities. Petitions or applications for humane conditions, in matter of hours of attendance, leave, pay and promotions are not sympathetically

considered. Negotiations in such matters either individually or through the unions have also proved to be futile. The unions have submitted hundreds of representations to the authorities. They had sought personal interviews through deputations. But all requests, with the exception of a few unimportant ones, have been turned down. Thus the various matters affecting the railway workers were submitted by the union to the agent of the G.I.P. Railway, and finally through the All-India Railwaymen's Federation to the Government of India and the Railway Board. The memorandum of the general demands of the railway workers gives a clear idea of the important grievances of the workmen. My union, therefore, desires to embody the same as a part of this statement in Appendix "B". The deputation of the A.I.R. Federation that waited upon the Hon'ble Sir George Rainy and the Members of the Railway Board in May, 1929, further explained and discussed the several heads of the general demands. The details of the proceedings of the deputation to the Railway Board are published by the Government of India in a Blue Book.

My union also desires to invite the attention of the Members of the Commission to the proceedings of the annual conference of the G.I.P. Railway Staff Union, held on the 29th and 30th of June, 1929, at Bombay, under the presidency of Mr. Jannadas M. Mehta, M.A., L.L.B., Bar-at-Law, M.L.A. The annual report of the working of the union and the other details of the proceedings are hereto annexed as Appendix "A". After three months the agent of the G.I.P. Railway has given his replies to the resolutions passed in the said conference. With a view to give to the Commission an idea as to the way in which these matters are dealt with by the authorities, my union takes the indulgence to give the said reply of the agent. (See Appendix "C.")

With these preliminary remarks, I proceed to give replies to the several subjects in the questionnaire in their order :—

### I.—Recruitment.

1 and 2. The labour employed on the railways may be classified under the following heads :—(1) Unskilled workers ; (2) Semi-skilled workers ; (3) Skilled workers ; (4) Clerical (routine) ; (5) Semi-technical clerks ; (6) Supervising staff for unskilled and semi-skilled ; (7) Supervisors for skilled staff ; (8) Superintendents for the skilled staff ; (9) Supervisors for clerks ; (10) Superintendents for the same.

Of these, all except those employed in manual work and those employed in the constructions of railway lines and other works are not of a migratory nature. Those again, who have been provided with the facilities of leave and passes, go to their native places once a year. Such privileges, however, are totally denied to some, and in some cases an invidious discrimination is made, to the low-paid, unskilled manual workers. The very low-paid workers, who are not able to keep their families at the places where they may be working are, therefore, in urgent need of going back to their villages at least once in a year, and it is necessary to make some provisions for enabling them to have equal concessions in the grant of leave and passes, both for the purposes of recouping their health and for enjoying a family life.

3. There are no public employment agencies in existence in India. Ordinarily recruitment to the staff is made by the heads of department from among the applicants. Different qualifications are required for different posts. In some cases the applicants are required to appear for an entrance examination, on passing which only they become eligible for selection as candidates. After recruitment in some cases a man has to work as an untrained candidate. Thereafter, he works as a candidate and gets some remuneration. He has to work as a candidate for such number of years until there is a vacancy in the lowest grade of the permanent posts. In some cases candidates are required to undergo a special training for some period, during which time they get a subsistence allowance of Rs. 20. Thus candidates selected for the posts of cabinmen, signallers, coaching clerks, etc., are required to undergo a special training in schools conducted by the railway administration at Byculla, Bhusawal, etc. After passing the examinations the candidates are given the work for which they have obtained certificates.

In busy seasons, there is an enormous increase in traffic and work of the different departments, and it is usual to employ extra or additional men as temporary staff. Their services are terminated at any time, with only a 24 hours' notice. There have been a number of cases of such men who have been working for even 10 years during busy seasons, and yet who are denied the benefit of being confirmed in permanent vacancies. There have also been several cases in which men who have worked on temporary establishments, have been denied admission during the next busy season, and new men are brought in for such work. Sometimes vacancies in higher grades are filled in either by direct recruitment of outsiders or of quite junior men

superseding the claims of competent men having equal or even better qualifications for the work. There is no fixed principle on which promotions are given and appointments in the next higher grades are made entirely according to the sweet will of the head of the department. This leads to favouritism and nepotism, which have created much heart-burning among the workers.

There is a great need of establishing public employment agencies for the purpose of recruiting men both in permanent vacancies and in temporary establishment. Such agencies would prove to be of immense use. It is also desirable to give preference to the local men of the district or the presidency. When local men are not available, the recruitment of men of other presidencies or provinces should be resorted to. At present the employees of the G.I.P. Railway come from different parts of India. By giving preference to the local men the problem of unemployment will be solved. It will also minimize the evil effects of the disturbances of the family life of the workers. The workers will be in a position to visit their native places more often and with less expense. The establishment of the public employment agencies will be very useful for giving effect to this principle of recruitment. Such agencies should be established in different centres and full publicity should be given of their existence. The agencies should maintain a list of persons in search of employment, and should direct them to such places where work may be available.

4. The railway labour is scandalously low-paid. It is not possible for everyone to keep his family at the place where he may be working. There is again great difficulty in finding out suitable housing accommodation within his reach. There is also the liability of frequent transfers from one place to another. For all these and other reasons, some of the workers have to keep their families at their native places. This results in the disturbance of the family life and in an additional expense for keeping two establishments. Where, however, housing accommodation is provided for by the employers, the workers are in a position to live with their families.

7. There is a good deal of unemployment in India amongst all classes of workers such as unskilled, semi-skilled, skilled, middle-class educated and others. The serious effect of unemployment does not become so very marked in India as in other Western countries, because of the peculiar special conditions and habits of the Indians. The unemployed are generally maintained by their other relations out of their earnings. This has a very serious consequence on the average earning of an Indian, which is said to be Rs. 53 only, per annum.

The problem of unemployment is becoming more and more acute day by day. So far as the unemployment amongst the middle-class educated people is concerned, the question was discussed on resolutions moved in the Legislative Assembly in 1926, and in other provincial legislative councils. Committees were appointed in Punjab, Madras, Bengal and United Provinces to enquire into the causes of unemployment and to recommend ways and means to reduce the same. The committees have submitted their reports. Similar resolutions were recently passed in the legislative councils of C.P. and Bombay. Skilled, semi-skilled and unskilled workers are not in a better position than the middle class educated men. Amongst the causes of unemployment, mention may be made of the retrenchment, dismissals, trade depression, want of small industries, want of industrial and vocational basis in the system of education and the economic poverty of India. There are very few cases of men unemployed by reason of their voluntary retirement.

The methods for alleviating and remedying the distress caused by unemployment may be found in the several reports of the committees referred to above. It is necessary to change the present system of education, to start small cottage industries, to establish unemployment insurance schemes and to give effect to the International Convention relating to unemployment.

8. *Labour "Turn-over."*—On this question the conditions differ in different undertakings. In the railways during busy seasons additional men are employed on temporary basis. Similarly on new works the employment is of a temporary nature. The services of such men are, as stated elsewhere, terminated with only a 24 hours' notice. Such men find great difficulty in finding out another employment and generally remain unemployed till the commencement of the next busy season. There is very little absenteeism in the railway labour; and its existence, wherever it is noticed, is due to the human necessities of getting physical rest. Those who do not get any leave or holiday, find it physically impossible to work continuously throughout the year, and are therefore compelled to absent themselves from work. Some of the workers, who own agricultural lands, remain absent in agricultural season but the extent of the absenteeism due to this cause is not great. The workers lose a good deal of their wages when they are absent. It is highly necessary to extend the privilege of leave to all classes of employees, and also to make adequate provision for relieving them on leave when necessary.



## II.—Staff Organisation.

12. There is not much scope to the workmen for getting higher supervising appointments. There are two schools conducted by the railway administration for imparting higher technical training. One school is at Bina and the other at Chandausi.

13. The relations are not very cordial. The authorities are not only indifferent towards the welfare of the workmen, but they may be said to be callous of the hardships and difficulties in matters of their working conditions. They have shown utter disregard to the earnest appeals and entreaties of the rank and file for better treatment in matters such as pay, prospects, promotion, leave, housing accommodation, hours of work, weekly-off day, etc. As this matter is already dealt with elsewhere in this memorandum, I do not desire to dilate upon the same.

15. Generally the work of construction and repairs of railway lines, tunnels, buildings, etc., is given out on contract. But with this part of the question my union is neither very much concerned nor does it possess sufficient information.

## III.—Housing.

16. (i) There is no adequate supply of quarters for Indian employees. Almost all the European and Anglo-Indian employees are provided with quarters. Porters are supplied with quarters at roadside stations only. The clerical employees are generally not provided with any quarters. Quarters are generally given to outdoor staff, such as guards, drivers, etc. Brakesmen are provided with quarters only at important stations. Station masters and assistant station masters working at wayside stations are provided with quarters. Arrangements have recently been made for quarters for some of the station masters and assistant station masters working between Bombay and Sion. The quarters provided are not sufficient to accommodate all the staff working in that district.

(ii) *By Private Landlords.*—They are not interested in building quarters specially for the railway employees. As a rule private landlords have got their buildings at some distance from the railway station. This requires the railway employees to walk a long distance to attend to their duties. With private landlords, renting out a building is a sort of business and they are naturally anxious to get as much rent as they possibly can. The Bombay Rent Act served as an effective check on the private landlords; but since the expiry of that Act rents have been considerably increased.

(iii) *By Employees themselves.*—At some places, which are not too many, railway land has been given to inferior railway employees, and they erect small huts on that land for their use. The rent charged by the railway for such use of the land is 4 annas per 100 square feet per year. Other employees are not in a position to build quarters for themselves, as the salary that is paid to them is hardly sufficient for ordinary maintenance. No doubt the railway advances loans for building purposes at moderate interest, but during the present times deducting for instalments in repayment of the loans is felt to be a very heavy drain on the poor employee.

17. In this respect one finds that racial discrimination plays a good part. There are different types of quarters provided by the railway. A and B types are reserved for officers; C, D, E and F are reserved for senior subordinates; G, H, and I are intended for Indian subordinates, and J K types are specially intended for inferior servants. Till recently quarters of C, D, E and F types were not given to senior Indian subordinates. These were given to Europeans and Anglo-Indians only, while D type quarters were as it were specially reserved for senior Indian subordinates. The senior officers as a rule are provided with quarters, and where not so provided they are required to pay 10 per cent. of their salary towards rent and the balance is paid by the railway. The same is the case with the junior officers. The quarters provided to the officers are decent and comfortable, and these quarters are of the A and B type. Coming now to C type quarters which are allotted to senior European and Anglo-Indian subordinates drawing Rs. 500 and above are also decent and comfortable. The area of C type quarters is 2,500 sq. ft. D type is as stated above intended for senior Indian subordinates. If one just compares the accommodation contained in D type with that of C type, one can easily discern how important racial distinction is in this matter. All those Indians who draw Rs. 200 and above are considered as senior Indian subordinates. Those do include persons drawing Rs. 500 and above, but being Indians, they are not eligible to get C type, but are to remain contented with the D type, the area of which is only 1,254 sq. ft., which is nearly half of that of C type. E type quarters are allotted to the Europeans and Anglo-Indian subordinates drawing Rs. 250 to 499 per month. F type is intended for junior subordinates who are Anglo-Indians and draw a salary of up to Rs. 249.

Those Indians who draw the salary from Rs. 135 to Rs. 199 are given G type quarters. They consist of one bedroom measuring 14 ft. by 14 ft., one living room of the same dimensions, one kitchen measuring 14 ft. by 6½ ft., and verandah measuring

14 ft. by 6½ ft. A bath-room and latrine is provided in the courtyard. The total plinth area is 700 feet, while that of the F type is 1,900 feet. H type quarters are provided for subordinate Indians drawing Rs. 90 to Rs. 134. This type consists of one living room 10 ft. by 12 ft., one kitchen 12 ft. by 6 ft. and verandah 12 ft. by 6 ft. A bath-room and latrine are provided in the courtyard. J type is intended for junior Indian subordinates drawing a salary up to Rs. 89. This type is generally provided to the clerical staff, such as signallers, etc., on roadside stations. These quarters consist of two rooms measuring 10 ft. by 10 ft., one cooking room measuring about 6 ft. by 5 ft.

K type is a special gift for inferior servants and consists of one room measuring 10 ft. by 10 ft., and one verandah measuring 10 ft. by 6 ft. These are generally built in groups, and common latrines and common water taps are provided for general use of all in the courtyard. At some places, old wagons unfit for railway use are used as quarters. In these cases the floor is made of wooden planks. There are holes in the roofing, as also in the wooden flooring, and there is hardly a week when the occupants have not to kill serpents or scorpions. When the doors of this type of quarters are closed, they form a good air-tight compartment. If one wants to visit this type of quarter, one can find them at Tikekarwadi, Sholapur division, close to Sholapur. Even inferior staff such as hamals, etc., are not provided with quarters at various places.

In absence of such quarters, persons at Gulburga, Kurduwadi, etc., are to walk a distance of three to four miles to or from the stations. At roadside stations practically no arrangement whatsoever is made for water supply and the staff is required to get water from private wells and to submit themselves to the sweet will of the owners of the wells. At some places, water has to be brought from a long distance at great risk to one's life. Quarters erected for inferior staff at Angar afford a fine illustration of the provision made by the railway administration for their staff. In rainy season, for instance, a pretty lake forms itself just in front of the quarters at Angar, and though it enables the little children to play ducks and drakes, it seriously impedes movements of the residents and gives birth to a large crop of mosquitoes and earwigs. At some places no provision is made for latrines, and the staff and their families are made to practise the principle of "back to nature." As a rule the roofs of quarters for Indian employees are very low and the use of such quarters during hot days is unbearable.

From the above it will be seen that the provision of quarters is both inadequate and not suited to modern times. There should be no distinction of caste, creed and colour in the allotment of quarters, and it is submitted that men drawing the same salary ought to be given the same type of quarters.

At some places, where no quarters are provided, the house allowance is paid, but the amount paid is less than what the staff is actually required to pay and it is, therefore, submitted that the house allowance should be paid to all employees who are not provided with quarters and the present rate should be revised as early as possible. The Government should be made to undertake the building of quarters sufficient to meet the demands of all the railway employees, and in building these quarters special attention should be paid to the principle of health and sanitation.

#### IV.—Health.

23. The general condition of workers is very poor. This is due to several causes, such as the insanitary housing conditions, want of sufficient and nourishing food, the abnormal hours of work, even at odd hours, want of physical rest, and mental worries. The statistics are not available of the figures of mortality amongst workers and their children. In the opinion of the union, however, the mortality is abnormally high.

The environments and conditions at workplaces are also most unsatisfactory from the sanitation and the health point of view. My union would earnestly request the Commission to pay a personal visit to some of the workplaces, such as Ghorpuri, Kurduwadi, Wadi Bandar. No adequate arrangements are made for latrines and drinking water, and for bathing and washing purposes. No adequate provision is made for taking rest during midday recess, even at big depots like Wadi Bandar. The workers have to work from morning till evening with an hour's rest only for their midday meals. They get very much exhausted, being required to work directly under the sun or under the corrugated roof sheets, with dust nuisance.

24. Medicinal facilities have been provided at some places by the railway for the use of employees. The arrangement, however, is not sufficient. The employees therefore are often compelled to get treatment from private doctors even at the expense of their already meagre emoluments.

**Factory Rules.**—The factory rules ought to be more rigidly enforced. It is also necessary to make similar rules for inspection and supervision of the sanitary arrangement both at workplaces and at the quarters of the employees. This is more necessary at places where either more than 30 men are working or staying.

29. The common diseases among the railway workers are cholera, malaria and small-pox. The treatment afforded to the patients of cholera and small-pox, especially the menials, is intolerable. They are put to unnecessary harassment in segregation. Another common disease among the railway workers is the eye disease. The eyesight of railway workers is generally impaired by reason of the long hours of work during night under light. Every worker has to pass the medical test at the time of his employment. In the case of some workers there is periodical medical re-examination. The workers are generally penalized for not passing the re-test and are either discharged or otherwise degraded to a lower status. Such disabilities of the employees arise generally out of and in the course of their employment, and in fairness and justice to the unfortunate victims, adequate compensations should be given to them under the Workmen's Compensation Act. Instead of giving them the benefit of such compensation they are deprived of their very means of livelihood for no fault of theirs. My union, therefore, earnestly hopes that the Commission will make a special recommendation to safeguard the interest of the workers in such cases. Another point which my union desires to state in this connection is that this periodical medical re-examination has been fruitful of a number of cases of victimizations and unjustifiable reduction or discharge from service. Several concrete cases may be pointed out in support of this statement.

There are many unhealthy stations on the G.I.P. line, but only a limited number, not exceeding half a dozen, has so far been "officially" recognized. As such a special enquiry is necessary of all stations which are alleged to be healthy. It is considered by the administration that the staff working at unhealthy stations should be periodically transferred. It is, however, a matter of regret that effect is not being properly given to this decision.

30. There is no scheme for sickness insurance for the benefit of the G.I.P. employees. My union is of opinion that such a scheme must be introduced without delay.

31. A Bill to provide maternity benefits was moved by Mr. N. M. Joshi in the Legislative Assembly, but the same was thrown out. It is only this year that a Maternity Benefit Act has been passed by the Bombay Legislative Council, but the benefits conferred by the Act are confined to the female workers of the textile industry only. Similar legislation should be extended to workers in all commercial and industrial undertakings.

#### V. and VI.—Welfare and Education.

32. It is claimed by the administration that they have started welfare work for the benefits of the employees, in providing educational facilities, recreation clubs and institutions. They also boast of spending a large amount every year on this item. It is to be noted in this connection that the amount spent for the aforesaid purposes is taken from the *finer fund*. It is a fund made up of the fines inflicted on and recovered from subordinate low-paid employees for petty mistakes and irregularities of omissions and commissions. It is doubtful what amount is spent for these purposes directly from the other revenues of the railway. In the first place the employees have been urging upon the total abolition of the system of fines. At least they have also been claiming in the alternative that the fund should be exclusively used for the welfare of those from whom it is principally recovered and that it should be under the custody and management of a board consisting of the elected representatives of the workers. A motion for the appointment of such a board was moved in the 1929 budget session of the Legislative Assembly by Pandit Hrudaynath Kunzaru and Government have accepted the suggestion. So far, effect has not been given to the proposal. The low-paid subordinate workers have been crying hoarse for the abolition of the invidious racial discrimination made in the allotment of expenditure from this fund for the institutions of Anglo-Indians and Europeans and those of Indians. The amount of fines recovered from the Anglo-Indians and Europeans is quite insignificant as compared with the amount recovered from the subordinate Indian workers. The officers are not subjected to fines. The expenditure on the Europeans and Anglo-Indian institutions is out of all proportions to the amounts spent on the institutions for Indians. There are again many schools maintained for the education of the children of Europeans and Anglo-Indians, whereas the number of schools for the children of the Indian workers is limited to one at Manmar. It will be interesting for the Commission to have a comparative statement showing the number of the European and Anglo-Indian employees and the Indian employees, as also the amount spent for the welfare work per head of these

two classes. Such a statement will reveal the indifference of the authorities towards the welfare of the rank and file. The institutions again though technically open to all classes of employees are taken advantage of only by a little over 7,000 employees out of the total number of 117,284.

The system of granting subsidies to employees working at out-of-the-way places for educating their children imposes unnecessary restrictions. Thus no subsidy is granted for getting either college or other higher education, as an age limit of 18 has been fixed for granting the subsidy. The employee again has to make a choice of the institution only out of those specially approved of by the administration.

The E.C. societies and the mutual benefit societies have been established for the benefit of the employees. There has been great dissatisfaction and discontent amongst the members of the societies.

There are no schools affording educational facilities for imparting education to illiterate adult workers.

The affairs of the Co-operative Credit Society and the Mutual Benefit Society are managed in such a way that representatives of the majority of the members of these societies cannot have their voice in it. The G.I.P. Railway officers use their influence and canvass votes for the election of the particular men they want on the managing bodies of these societies. The agent, G.I.P. Railway, who is ex-officio chairman of the Co-operative Credit Society, allows this unfair business of the subordinate officers. The Mutual Benefit Society's business is still worse. In the first place this society's membership was forced upon the G.I.P. Railway employees. Rule No. 5 of this society—which is entirely unofficial in character—clearly said up to last year that every railway servant must join this society. This unconstitutional business was done with the consent of the Administration. Over 30,000 railway servants were thus made members of this society. Even though the society has such a big membership it has not been registered till date. Though the members of the society are insisting upon the registration of the society still no attention has ever been paid to it. In spite of strong complaints from the members, an over-aged, unfit, lame man is maintained by the management on Rs. 450 p.m. as a travelling secretary. The election of the managing committee of this society is so defective that a small place where hardly 125 men can be accommodated is generally arranged for holding general meetings. As many members do not get leave they send several requisitions for calling general meetings on Sundays still no attention is paid to this reasonable suggestion. At the election even if the ballot is demanded it is refused. No proper counting of votes is ever done. This society though subscribed to by poor railway servants has practically become the monopoly of some officers. The members have lost all faith in this society. My union, therefore suggests that the registration of this society should be forced on the management, and staff should be allowed to have a free hand to manage their own affairs according to rules.

### VIII.—Workmen's Compensation.

In this connection my union has already submitted its views in reply to the letter of the Government of India inviting opinions for amending the existing provisions of Workmen's Compensation Act. My union, therefore, desires to embody all the suggestions made in the following reply as a part of this memorandum :—

**Copy of letter to the Director of Labour, Bombay, dated 14th May, 1929—**

These views are based on a very careful examination of the whole Act by the special sub-committee appointed by the union for the purpose. The sub-committee considered all the points raised in the letter of the Government of India and some other important topics in connection with the question of the Workmen's Compensation.

**Question No. 1.**—My union is of considered opinion that time has come when the benefit of the compensation for accidents should be extended to all classes of workers, including clerks and others on the basis of the Law of England and other countries. There is no cogent reason, in the opinion of my union, which supports the views of confining the Act only to those workers who are employed in industries which are both organized and hazardous in nature. A workman, whether he is employed in an organized industry or not and whether his work is hazardous or otherwise, should in fairness be entitled to get compensation for any injury resulting from an accident in the course of and out of his employment. If the work is hazardous the possibilities of accidents may be more and, therefore, many workmen may get compensation, whereas if the work is less hazardous, the possibilities of accidents being less, the liability of the employers to pay the compensation will be proportionately less. Similarly, if the industry is organized, the liability of paying compensation may not perhaps be felt so much as in cases where the industry is an unorganized

one. The main object of the legislation providing for the payment of compensation to the workmen is based on the injury that he suffers and not on any other grounds. It, therefore, stands to reason that every workman, irrespective of the nature of the industry and the nature of the work should be given the benefit of such legislation.

Should Government be not inclined to go so far and make the Compensation Act of universal application, my union suggests in the alternative that the Act should be extended to all classes of organized industries and the condition of the hazardous nature of the work in which the workman is employed and which is now laid down in the present Act, should be removed. If this is done, workmen in many industries which are quite well organized, such as tea, coffee, rubber, indigo, and other plantations, would be included within the Act and will be eligible for compensation.

My union is also of considered opinion that the workmen employed in many industries, which are both organized and the work in which is of hazardous nature, have been omitted and require to be included in the list to which the Workmen's Compensation Act should be made applicable. A list of such workmen is given in the Appendix.

As regards seamen, my union feels that the definition of "the registered ship" in Clause "J" of Sub-section of Section 2 of the Workmen's Compensation Act of 1923, is unnecessarily restrictive. It deprives a number of seamen employed on ships which are registered not under any one of those Acts mentioned in the said definition, but under the British Merchant's Shipping Act. Such seamen, no doubt, claim compensation under the English Law. But even if their direct employers happened to be in British India, the ships are plying only in British Indian waters. For getting compensation they must go to the English Courts, as Indian Workmen's Compensation Act is not applicable to them. As an instance in point, my union invites the attention of the Government to the cases of over 100 seamen employed on S.S. Jayanti, of the Bombay Steam Navigation Co., and S.S. Tukaram of the Indian Co-operative Steam Navigation Co., Ltd., which sank in the heavy storm of 1927, a few miles away from Bombay. As these ships were registered under the British Merchant's Shipping Act, and as there was no special agreement executed at the time of employment, the dependents of the hundreds of these unfortunate seamen could recover no compensation from the employers, whose business was confined solely to British India. It is also necessary that the restrictions about the tonnage should be removed and all ships running by power should be covered by the Act, irrespective of the tonnage.

*Question No. 2.*—It is no doubt desirable to have a provision made for securing workmen against possible loss by reason of the inability of their employer to pay any compensation that may be due. The effective provision in this behalf would be their compulsory insurance by the employer. My union has considered the administrative difficulties that may arise in the case of any scheme of compulsory insurance and also of hardships that may be caused to the petty employers, but is inclined to think that the advantages of the applicability of such compulsory insurance will outweigh the losses and hardships.

*Question No. 3.*—My union is of opinion that the present system of making payments should continue as it has worked quite satisfactorily. My committee is, however, inclined to suggest that discretion may be given to the Commissioner to sanction only the recurring payments instead of lump sums, for special reasons such as the age, sex and habits of the person entitled to these benefits.

*Question No. 4.*—When the Act was first introduced the amount of compensation was limited with a view to minimize the opposition to this new piece of legislation and to see how it worked. The considered opinion of my committee in this matter is that the present scales of compensation are too inadequate and require a substantial increase. In the first place it is absolutely necessary to provide a minimum compensation payable in every case, irrespective of the wages. The minimum amount of the compensation should be at least Rs. 750 in the case of the fatal accident. Where the injury is partial disablement the amount of compensation to be paid by way of half monthly payments, should be raised to three-fourths from one-half the present rate of wages, with a minimum of Rs. 10 every fortnight. In the case of permanent total disablement, the amount of compensation to be paid should be for a period of five years, instead of the 42 months' wages as under the present Act, with a maximum of Rs. 5,000 instead of Rs. 3,500 as at present. Even in the first letter, which the Government of India circulated for eliciting opinions as to the desirability or otherwise of introducing legislation for the payment of compensation to workmen, they had suggested that the compensation should be paid on the basis of five years' wages. The compensation on this basis is highly desirable. Similarly, the compensation in the case of fatal accidents, should be four years' wages instead of 30 months, with a maximum of Rs. 4,000 instead of Rs. 2,500. In the case of minors the maximum of the amount of compensation should be Rs. 500 instead of Rs. 200 as at present.

*Question No. 5.*—The principal object of the waiting period is to stop malingering by the workmen. My union is of opinion that there should be no waiting period. In fact, there are many employers who actually pay their workmen full wages for absence due to any little injury that may be caused to the workmen, by any accident, and there is no reason why the legislative enactment should not be given to the existing practice. If Government is not inclined to do away with the waiting period, my committee suggests that as the present waiting period of 10 days is too long it should be reduced to three days.

*Question No. 6.*—The present list of the dependents is nearly exhaustive. There are however, cases of widowed daughter-in-law and widowed daughters who are actually dependents on the deceased workmen and therefore they should be classed amongst the dependents.

*Question No. 7.*—My committee is of opinion, that on account of the peculiar condition of the Indian workers, no proof of dependence should be required in order to enable a relative to claim compensation.

*Question No. 8.*—My union is of the opinion that the compensation should be fixed on one principle and that it should not vary according to the circumstances. The latter course will necessarily create difficulties and may even defeat the very object of compensation. It would also create administrative difficulties as the amount of compensation to be deposited with the commissioner, in the case of fatal accident, would not be ascertained, and the employer may evade the deposit on the ground of the amount being unascertained. It is also very likely that a pretended relative may put in a bogus claim which will unnecessarily increase litigation and it would be very difficult for the commissioner to decide correctly.

*Question No. 9.*—My union is of opinion that Section 12 of the Act should be so amended as to place the ultimate liability for compensation on the person who is directly responsible for the work in which the accident took place. At the same time, it is necessary to make provision for indemnifying the employers from the sub-contractor and vice-versa. There should also be distinct provision enabling the workman to select either a sub-contractor, contractor or a principal for the compensation.

*Question No. 10.*—It is desirable that some penalty should be provided for in the Act for failure to comply with the provisions of Section 16. The liability of the employers in this behalf, should be on lines similar to those stated in the Indian Factory's Act.

*Question No. 11.*—Every employer should be required to submit returns of accidents stating therein all the details of the same. The submission of these returns should not depend upon the liability or otherwise of paying compensation. The return should show the amount of compensation, that is paid if any, and if it is not paid, it must show the reason for such non-payment. This will facilitate the collection of statistics with regard to all the accidents.

*Question No. 13-14.*—It is necessary to take steps to ensure that the dependents who may have valid claims of compensation, do not lose compensation through ignorance of their rights. One of the steps should be to make it compulsory on all employers to submit returns of all the workmen stating clearly the details regarding the dependents with their addresses. The employers should as far as possible keep a register in which the full particulars and the place of residence of the dependents should be maintained. Another thing should be to direct the employers to keep boards in the work-places stating that the workmen are entitled to compensation in case of accident.

*Question No. 15.*—In the opinion of my Union the Commissioners should be empowered to call on employers to make good the balance of compensation for fatal accident and to make for further deposit. This will save time and trouble to the dependents.

*Question No. 16.*—It has been the experience in a few cases of appeal filed against the decision of the commissioners that inordinate delay is caused in disposal of appeals. In the first place, the time for filing appeals of 60 days now prescribed, appears to be too long. Then about the provision of Section 5 of the Limitation Act being made applicable much time is taken in disposal of the applications for excusing the delay in filing an appeal. In one case, filed in the Bombay High Court, the appeal was not presented in time and the application for excusing the delay came up for final disposal about eight months after the decision of the commissioner. In another case the final disposal of the appeal in the High Court, took more than a year. During all this time, the poor workman had to wait without getting a single pie for his subsistence. It is therefore, necessary, to make special provision for expediting the disposal of the appeals. The period of limitation should also be reduced to 20 days for an appeal to be preferred by an employer against the decision

of the commissioner. Similarly Section 5 of the Limitation Act should not be made applicable to the appeals by the employer and the High Court should be requested to expedite the disposal of appeals.

My union has also to make a few more suggestions in connection with this Act which are as follows :—

The benefit of the Act should be extended to the workshops of Royal Indian Marine. Section 2 (1) (n) excludes persons working in the capacity of the members of the H.M. Naval, Military and Air Forces and the R.I.M. Services. This examination should be confined only to those who are actually engaged for such work and not for those who are immediately connected with any Naval, Military or Air Services. There is no reason why the workmen, working in the Dockyard Workshops of the R.I.M., should be excluded from the benefit of this act. The authorities of such workshops have claimed the benefit of the exemption under the above section. It is doubtful whether this continuation is correct. It is therefore necessary to clear up this point and a specific provision should be made extending the benefit to such workshop people.

In cases of fatal accident which take place in workplaces it is very difficult for the dependents to get evidence in support of the same. When accidents take place in course of and out of the employment, the employer is in a better position to know the circumstances of the accident; in fact, it is but natural to presume that the accident took place in the course of and out of the employment unless the contrary is proved by the employers. The rule of the English Law as stated in Sub-section 2 of Section 1 of the Insurance Act throws the burden on the employers. The condition of the Indian workers further supports the inclusion of such a provision. A provision therefore, should be made in the Act throwing the burden of proof on the employers and the Indian Law should be brought on line with the English Law.

By reason of the exclusion of the casual workers from the benefit of the Act, great difficulty is experienced in determining who come under such category. There is no valid reason why the casual employers should be excluded from the benefit of the Act. The clause relating to the casual employment, should be deleted. At least it is necessary to define the word "Casual" so as to remove all doubts.

As regards notice to be given under Section 10, it works hardships on the dependents and the workmen when the accident has taken place in the premises and to the knowledge of the employers or the head of the department under whom the workman may be working. A provision on the lines of Section 14 (1) of the English Act should therefore be introduced in the Indian Act. In Section 10, proviso (21), there is a comma between the words "Instituted" and "In due time" which was interpreted by the commissioner to mean that he has no power to dispense with the notice even when sufficient cause is shown for failure to give such notice in all cases except when the notice is not given. This appears to be inconsistent. It is therefore necessary to delete the comma and to remove the doubt.

A great hardship has arisen on account of the decision of the Bombay High Court in the case of *Mahomed Tahir v. the G.I.P. Railway*, reported in the issue of December, 1928, of the *Labour Gazette*, at page 339. The high court in that case has held that the setting up of the electric cable for the purpose of transmitting electric power to the railway, is not ordinarily a part of the trade or business of the G.I.P. railway. The result of this decision is that any worker employed by contractor from the railway company for doing such work will be deprived of the benefit of proceeding against the principal of recovering compensation as provided for in Section 12 of the Act. This should be removed by making such amendments in the Act as to make the principal liable in all the cases where the contractor or the sub-contractor is liable to pay the compensation under the Act.

By reason of provision of Section 21 the workmen who are otherwise entitled to get compensation under the Act are denied the benefit only on the ground that the accident takes place in a place outside British India where he was sent for work by the employer. Thus in a case where a servant of the G.I.P. Railway who suffered an injury in a train passing through the territory of H.H. the Nizam, was held to be not entitled to compensation. It is therefore necessary to remove this anomaly and to extend the benefit of the Act to all workmen employed by employers in India, irrespective of the place of accident.

**Employers' Liability Act.**—Before the Workmen's Compensation Act, the right regarding the compensation to be recovered for injuries was the common law of England, and the common law modified by the Employer's Liability Act, was not applicable. The Government of India appears to have admitted the necessity of enacting a law in India on the lines of the Employers' Liability Act and clauses were added to that effect in the draft appeal of the Workmen's Compensation Act. These provisions were, however, subsequently deleted from the bill, with the result that the Indian workmen have been at a great disadvantage in claiming compensation

on the line of the Employers' Liability Act. It is necessary to include similar provisions in the Workmen's Compensation Act. If the inclusion of the said provisions in the Workmen's Compensation Act is not found feasible, my union suggests that a separate bill should be introduced in the Assembly for that purpose.

#### APPENDIX.

1. Undertakings or parts of undertakings engaged in the production or manipulation of explosives, inflammable, poisonous or unhealthy.
2. All undertakings for loading or unloading.
3. Construction, repair and maintenance of P. W. D., railway, ports, roads, canals, embankments, dykes, harbours, aqueducts, drains, bridges, tunnels and similar works.
4. All undertakings for transport on land, sea, river, lake, and navigation canal.
5. All factories and workshops using power irrespective of the number of men employed.
6. Undertakings for the erection, maintenance, demolition of all classes of buildings, for the loading transport and unloading of materials for such erection, maintenance arising out of such demolition.
7. Works necessary for preventing land slips.
8. Undertakings for the production and distribution of gas and electric energy, telephone undertakings and works necessary for the placing, repair and removal of pipes and other conduits for gas, electricity and water or of lightening conductors.
9. Lime, tiles and brick kilns.
10. Undertakings for cutting or trimming of trees in forests and the transport of the same to the ordinary places of deposit or the banks of rivers and seas.
11. Employed in transportation services inclusive of tramways, steam road rollers and motor-buses.
12. Seamen employed on board all kinds of vessels except sailing vessels of less than 100 tonnage.
13. Toddy drawers and fruit fallers for trees for the purpose of trade or business.
14. Employed in motor houses and godowns.
15. Employed in the manufacture of country gas produce and fireworks.
16. Well sinkers.
17. Factory workers concerned for both under clauses A and B of sub-clause 3 of Section 2 of Factory Act.
18. Employed in dockyards.
19. Postal runners, mailguards, overseers, village postmen and others whose duties require constant travelling.

#### IX.—Hours.

73 to 77. The hours of attendance of different classes of railway servants differ considerably. The Washington and Geneva Conventions are not yet made applicable to them. Again the work at night is not differentiated from the work done during daytime. The staff, working with the running of trains and where the offices are kept open to the public for 24 hours, work generally in two shifts. The two shifts are generally so arranged that one batch attends from 10 a.m. to 6 p.m., and another batch from 6 p.m. to 10 a.m. When they change the shift, the men in the one shift have to work more than the usual hours of their shifts, and that, too, at a stretch. It is only after continuous work for 16 to 18 hours that the employees get rest for a day. As they are, however, required to work throughout the previous day, they cannot physically enjoy the so-called rest. The staff have been clamouring for three shifts and a weekly off-day. It was only at the beginning of June of this year that orders regarding three shifts were issued in the case of ticket collectors and coaching clerks at some of the stations in Bombay and suburbs. No provision is made for a weekly off-day except by way of working for a double time. It is, however, a matter of regret that instead of introducing the 8-hours' day at all the places and for all classes of workers, a retrograde step has now been taken and instead of 8 hours' duty it is proposed to make a 10-hours' day for the ticket collectors and coaching clerks. Reliance is placed on a possible interpretation of the vague wording and language of the International Conventions. The 10-hours' attendance now proposed is again most unusual, i.e., from 6 a.m. to 4 p.m., 4 p.m. to 2 a.m., and 2 a.m. to 8 a.m., the employees under this arrangement will not be able to take their meals at usual times. The employees of the 2nd and the 3rd shift again will be completing and commencing their duties at awkward hours at night, and therefore will have to be in offices till morning. The staff have been strongly protesting against this retrograde step.



In busy seasons the work increases abnormally, and it is not usual to employ extra staff sufficient to cope up with the increased work. The employees therefore have to work much longer than their usual duty hours, and that, too, under great pressure. They are not paid any overtime allowance for such additional work. The situation sometimes becomes extremely intolerable. Last year the repeated request of the typists and receipt clerks at Wadi Bunder Goods Depot were not heeded and the men had to work continuously from 11 a.m. to even 1 a.m. for days together. It was only after a threat of resorting to *Satyagraha* or stopping work after 8 hours' loyal, faithful and diligent duty that the authorities took steps to afford relief to the men by sanctioning many additional hands. The duties of some of the workers at Wadi Bunder even now are too long, and require to be reduced. The situation at the other goods offices such as Ghorpuri and other places is worse.

It is necessary (a) that the hours of work should be definitely fixed; (b) that the work during night, on Sunday and other holidays, should be calculated at double the actual time; (c) that extra staff should be promptly sanctioned during busy seasons, and (d) that effect should be given to the International Conventions, regard being had to the climatic and other conditions of work places.

## XII.—Wages.

In this connection my union endorsed the views expressed in the memorandum submitted to the Government of India on behalf of the All India Railwaymen's Federation, and the subsequent discussion on the same by the deputation in May, 1929. It is a question of most vital importance to employees of all grades and classes. The wages now paid to them can hardly be said to be a living wage. Then again, there is no regular flow of promotions to enable the workmen to meet their daily increasing needs. At every grade the employees are barred for several years without any addition to his emoluments. There is no machinery for fixing the minimum living wage. The immediate need of the hour is a substantial increase in the present rate of salary on the time-scale basis. It is also necessary to grant the allowances as requested in the memorandum of the Railwaymen's Federation.

## XIV.—Trade Combinations

120. (i) The G.I.P. Railway Staff Union is the oldest union on the G.I.P. It was started in the year 1921, and has since then been progressing steadily but surely. It has been organized on a federal basis, having its central office in Bombay and the offices of the 12 affiliated bodies at places convenient to the respective staff. Being ably guided by educated outsiders and responsible railway employees, it aims more at conversion by conviction than by stirring the emotions. It is run on pure economic lines, and it never dabbles in matters political, social or otherwise. During the past four months its membership increased by more than 3,000, and it appears that the same rate of progress will be kept in the time to come.

(ii) The attitude of workers on the whole towards the union movement might be termed apathetic. The reasons for this apathy might be analysed as under:—

(a) Illiteracy and deep-seated ignorance among the rank and file. The major part of railway employees are quite illiterate. It is impossible to reach them through the press, and the present financial position of the unions makes it an impossibility to reach them through the ear. Besides, the benumbing conditions of life and work, that the masses have been accustomed to for over 50 years, have so completely changed their mentality that they have begun to feel that they are doomed to their misery, and that nothing on earth can relieve them from it.

(b) Attitude of the administration towards union workers:—Say what the authorities may in words, facts prove that the attitude of the authorities towards the union movement has been not merely one of indifference, but even of open hostility. Slips that might be of negligible importance in the case of an ordinary employee assume a great seriousness when they are at the hands of a prominent union worker, and he is made to suffer to an extent out of any reasonable proportion to the fault. The union has on record two or three cases of recent occurrence where employees have been threatened with a discharge by the officer on the spot because they become members of this union, and tried to bring their fellow-workers within its fold. When certain irregularities in the department were complained against through the union the threat was actually carried into action. The outward reason stated for the discharge was that the services of these persons were no longer required; but the real and implicit reasons are best known to the victims and their bosses. Nor are cases of a less severe type of victimization lacking. Persons have been transferred to places where they would be shorn of their influence, and would not be able to work anyway for the union. Persons have been intentionally put to kinds of work where they would never come into contact with any of their confreres, and would be exhausted to a degree which would leave them no time and energy to do anything for the union.

It is in a smothering atmosphere such as this that the union movement on the G.I.P. is dragging its existence. With examples of victimization such as these it is no wonder that the movement should not get the warm and ready response from the uneducated employees that it deserves. Almost every employee when he becomes a member of the union does it with a lurking fear in his heart that somehow or other his boss would come to know of it, and somehow or other he will be brought into trouble because of it.

(c) Impossible promises by irresponsible organizers of some unions. With a view to win over the employees to their side organizers of some unions, in the initial stages of the movement, represented the union as something little short of a magic wand, which in the course of a few months would give the workers almost everything that they pleased to desire. Stirred by their fiery speeches and tempted by the gorgeous pictures of the future of railway workers, the ignorant masses joined the union in thousands. But the months passed, and the magic wand had done nothing. Naturally there was a reaction. Their enthusiasm to enrol themselves as members has given place to an equal distrust towards the movement. It is an everyday phenomenon for an organizing secretary to come across dozens of porters and lever men who say "Here I am with a dozen receipts of subscriptions, and what has the union done for me? My pay has not been increased by a pie, I do not get more than the two sets of uniforms that I got before there was a union. On the contrary, if I approach the station master with an application for leave, he says peevishly, 'Go to your union. I cannot do anything for you.'"

As a rule the whole movement is conducted by workers themselves. In a managing committee of about 20 persons there are hardly two or three outsiders. The outsiders are educated people who have either a liking for public service, and do it in their leisure hours or such youths as intend to devote their life to the cause of Labour. The principal role of these outsiders is, at least as far as this union is concerned, mainly that of a "guide, friend and philosopher." They do not, as the authorities of all railways are fond of alleging times out of number, stir the people and make them put forward impossible demands, but on the contrary, as any person in touch with the internal movement of this union will be able to say, they serve as salutary checks on the enthusiasm and love of adventure on the part of the down-trodden and revolting railway workers. But for these outsiders, the indignant workers would have run amok and the administrations would have had to curse the day on which they tried to drive out these so-called "outsiders."

As to the extent of the control exerted by the trade unions on the railway administration, it is better not to talk of it at all, since direct control as such they are not allowed to exert in anyway. The administration looks upon the unions with suspicious eyes, and as inevitable evils, and refuse to take them into confidence. Indirectly, however, the unions have been instrumental in purging the administration of a number of its abuses for fear of public criticism.

(iii) *Attitude of Employers and Relations with them.*—As elsewhere stated, the attitude of the employers has been one of indifference. Relations with them are of the most unsatisfactory nature. All sorts of obstacles are thrown in the way of the unions. Requests for permission to hold meetings of railway workers in the railway premises after office hours are refused. If union organizers want to see the staff and dare approach them, the staff feel that they are, as it were, committing a crime and that the boss might catch them red-handed.

121. (i) This union has been the first on the G.I.P. to get itself registered. Some of its affiliated unions are also separately registered. The rank and file of the workers, however, seem to be in ignorance of the Act, not to talk of its provisions. They are still afraid of identifying themselves with the union lest they should incur the displeasure of the officers. The administration has not yet taken any pains to disabuse the minds of the staff of those erroneous ideas, and as long as it does not do so the Act will remain no better than a dead letter, at least as far as the sheepish part of the staff is concerned.

(ii) The immediate and apparent effect of the registration has been the grant to the union of a recognition, which had been persistently denied to it for eight long years. What the recognition is worth and how far its terms are followed in the spirit are matters which had better not be talked about. Anyway, the registration has resulted in a recognition, and helped the union is extending its sphere.

122. (i) The methods of negotiations between the employers and employees, adopted by the union, may be classified as under :—

(a) *Representations.*—The union represents cases of workers who have failed to get justice through the proper official channel. It also tries its best to attest the genuineness of the complaints whenever possible. And yet the monotonous replies, that are received after periods varying from a month to three are "the matter is under inquiry," "the representation has been sent to — for inquiry and such action

as he may consider necessary," or "The agent is not prepared to interfere in this matter." No reasons are stated. When the reply that is to be given is in the affirmative, often it is not given at all. The inquiries that are held are mock inquiries. The "Jo-Hukoms" are examined, and their opinion is taken to be the accepted opinion of the whole staff.

(b) *Deputations*.—Deputations wait upon the agent to discuss verbally such questions as cannot be decided by correspondence. But deputations have also proved to be of very little use.

The general result of this sad experience has been that neither the unions nor the employees have now any confidence left in the authorities. Even serious cases such as those of discharge or reduction are settled *ex parte*. This union has all along been trying for a joint council with equal representations of the administration and the unions upon it, which should inquire into the complaints and whose majority decisions should be binding. But it seems the administration is not yet in a mood to think of its advisability, or thinks it to be outside the pale of practical politics. From some of the replies one begins to feel as if one had trespassed on some sacred ground, and the administration were rebuffing one.

In addition to these points, I have the honour to draw the attention of the Commission to the several demands of the railway workers as embodied in the memorandum submitted by the deputation of the All-India Railwaymen's Federation that waited upon the Hon'ble commerce member in May last.

### APPENDIX C.

*Extract from G.I.P. Union Herald of 15th October, 1929*

#### *The Agent Replies.*

In the conference number of the *Union Herald* we had published in full the resolutions passed at the annual conference on the 30th of June. And here are the replies the agent has been pleased to give after a lapse of three months only. The letter breaks a record as far as the length is concerned but is entirely of a piece with the usual evasiveness. The resolutions have been treated as so much dirt. The ultimatum of three months has fallen flat upon the majestic ears of our semi-divine authorities. Are the workers so degraded in their spirit and so void of self respect as to pocket this insult? Have they not an iota of self respect left that they will bend before this insolent might? They must remember that they have gone too far to retreat. An ignominious retreat at this stage and they will be engulfed, washed off, and all the future generations of workmen along with them. There must be no going back, it will mean yet another stone on the head of workers. If we must fight we must fight to the finish—to the last. And it must be now or never !!

The replies are not worth the fine sheets they occupy. Yet they are our greatest asset, our biggest arguments. Them we publish in full, our criticism space does not permit to be so.

"Resolution (3) 1 (a) to (m) (3) 4. (3) 11. (3) 14. (3) 23 and resolution No. 4.

The demands contained in these resolutions were represented by the deputation of the All-India Railwaymen's Federation to the Hon'ble the Commerce Member of the Government and it is understood are under the consideration of the railway board."

Well, dear sir, did you expect the union to invent new grievances and new demands every time, just as the administration invents new excuses? The unions have not yet fallen so low as to do that. As for ourselves we really fail to see the propriety of this remark of yours. The only noble intention which seems to have inspired it seems to be nothing but to throw a kind of ridicule on the affairs of the union by saying that the unions are telling the same story over and over again. Don't you think, sir, that it would have been far far more useful if you had kindly let us know if the railway board had yet finished with considering the question and whether it was ever going to finish with it?

"I may, however, point out that (a) *Resolution (3) 1 (e)*.—Fines and debits are not imposed in trifling instances. It is not practicable to limit fines to 2 per cent. of maximum monthly salary."

In a reply received from the agent on a previous occasion to the same question, he had been pleased to say that if fines and debits were limited to 2 per cent. of the maximum, there would be more discharges than at present. The fresh reply is of a piece with the first. In fact it is the same devil in a slightly altered garb. And we cannot but look upon them both as equally unreasonable and provocative. Either we or the agent do not understand the intention of instituting these punishments. Of course it would never be possible to recover the loss the employee might have caused through mistake, and fines and debits are intended merely to guard against carelessness. If

our view is correct, and we are sure it is so, we honestly fail to see why the proposal should not be thought practicable. If the 2 per cent. are considered too low, the agent has every right to make it say 4 per cent., but is it reasonable to give the local Satraps the *carte blanche* to fine an employee to any extent they like. We leave it to the agent and the public to judge the reasonableness of the present procedure.

"Resolution No. (3) (f).—Free residential passes are ordered to be granted, etc."

Thanks ! It certainly is better later than never !

"Resolution No. 4. (e).—Promotion is not given arbitrarily ; it cannot be given according to strict seniority."

Of course, we know that yourself as well as your lieutenants never think themselves arbitrary. But these silly ignorant people do. And they are the people on whose contentedness depends the prosperity of the concern that you have had the good luck to run. These silly people are not fools enough to worry over imaginary grievances. They have too many real grievances to allow them to invent any and break their hearts about them.

We recognize that there is a method in the madness with which the officers make selections for promotions. What the union demands is that there should be no madness whether methodical or otherwise. Seniority is the only accepted criterion of competency, and if after promotion, a person is proved to be unfit the administration is always at liberty to revert him. The union is not a fool to promote incompetency. But under the present regime, sir, it is neither competency, nor seniority nor the convenience or interest of the administration that regulates these promotions. It is something else. Is an employee to be robbed of his dues because his immediate boss finds it convenient to term him as incompetent. Well, sir, a more reasonable and convincing reply would have been more in keeping with the responsibility of the dignitary from whom it is supposed to come.

"Resolution No. (3) 11 (d).—It would be advisable to state clearly what is meant by this resolution."

Did it really take you a full three months, sir, to find out that you could make neither head nor tail out of it, or is it merely a ruse to kill another three months to come ?

"Resolution No. (3) 1 (n).—Provisions of adequate number of uniforms and waterproofs to all classes of staff :—I shall be glad if you will let me know exactly what you propose."

Is the resolution really so ambiguous, sir, and will you really be glad if we made the point clearer ?

"Resolution No. (3) 1 (o).—Stopping of several kinds of victimization :—If it is believed that victimization has been practised and a *prima facie* case is made out, immediate inquiry will be instituted."

Yes, the administration has had to institute these mock inquiries in the past and will have to institute them in the future. But the culprits sit in judgment on themselves ? What about that ? The staff has begun to look upon these inquiries as a mere farce and a travesty of justice. If these inquiries are really conducted in the manner in which they are said to be conducted why should the administration be afraid of referring these serious cases to a board of arbitration with equal representatives of the administration and the union, whose majority decisions should be binding ?

"Resolution No. (3) 1 (p).—Grant of bad climate allowance :—Bad climate allowance is already given at stations classed as unhealthy."

Your words have come quite as a surprise. The allowance might perhaps have been given to the big officers whose poor salaries make it impossible for them to arrange for preventive measures. But the cabinmen, and the levermen, the pointsmen and the porters never have received it even once. Perhaps they are too poor to be susceptible to the effects of bad climate !

"Resolution No. (3) 2.—No reduction of pay to be made except for gross misconduct :—Reductions of pay is not now lightly ordered, nor has it ever been. It is resorted to as a punishment only for gross faults, especially when other correctives applied have proved ineffective."

Of course your word is the Bible-word and none can gainsay it. But may we ask whether the administration considers its staff to be so blind to self interest as to turn a deaf ear to repeated warnings !

"Resolution No. 3 (3).—Appointment of qualified cabinmen to guards' posts :—Cabinmen are generally allowed to offer themselves for the guard's competency examination and are promoted if suitable for guards posts."

Yes ! And what about the D.V.S.'s, circular which requires the candidates for the examination to be matriculates ! When ten or fifteen years ago, second and third

standard boys were tempted to the cabins did they ever dream that the D.V.S. would issue such a circular in the year 1929 and they would be left rotting on Rs. 50 till their death? Cannot the D.V.S. apply the Circular to the new recruits and exempt those that have been rotting on Rs. 50 for years together?

"*Resolution No. (3) 5.*—Grant of presidency allowance to all classes of employees serving between Bombay and Kalyan :—Will you please put forward in full your reasons for asking that the presidency allowance be granted?"

Couldn't you have asked for these reasons 80 days ago if you had really wanted them?

"*Resolution No. (3) 6.*—Periodical transfers of levermen from bad places :—Levermen are transferred from unhealthy places under the same conditions as other staff."

The resolution was passed on the 30th June. Your letter of 29th August runs as under :—"I am to say that the agent agrees that levermen at unhealthy stations should be periodically transferred and the necessary orders have been passed."

Are you still justified in underlining the "are"? Why should you try to misrepresent the union as howling against unreal grievances?

"*Resolution No. (3) 7 (b).*—Grant of batta allowance in relieving arrangements to all classes, whether styled as temporary transfer or not :—The matter is having attention."

Let us hope it will have had due attention at least in the course of three years. Three months do not seem to have sufficed!

"*Resolution No. (3) 7 (b).*—Making confirmation of temporary employees after two years of service :—This is impossible to agree to as an invariable rule, e.g., in the electrical construction department staff are engaged as temporary hands but are sent from one job to another so that good workers who have served for some time satisfactorily may be kept on as long as possible, and, if permanent, vacancies suited to them offer, they are absorbed in these. The adoption of your proposal would defeat its own purpose, as all temporary hands who work two years or more cannot be absorbed in permanent posts, and, to prevent a breach of the suggested rule, were it adopted, temporary men would have to be discharged after every two years' period of service. Temporary staff working during busy season, for example, the staff employed at Wadi Bunder, are given permanent appointments as they become vacant provided they are qualified."

A noble interpretation indeed!

"*Resolution No. (3) 8.*—Sanction of increased staff to cope with increase in the volume of work :—When the increase in the volume of work justifies it, increased staff are appointed."

Compare the amount of work and the staff in 1915 with the work and the staff to-day and you will find the meaninglessness of underlining the "are."

"*Resolution No. (3) 9.*—Immediate confirmation of several Indian subordinates officiating in officers' posts for several years :—It is impossible to confirm Indian subordinates officiating in officers' posts until there are suitable vacancies for them."

No vacancies ever seem to be suitable for them.

"*Resolution No. (3) 10.*—Classifying tallymen as workshop clerks :—This question is under consideration."

Have not eight months sufficed?

"*Resolution No. (3) 12.*—Appointment of extra tally clerks as confirmed in permanent vacancies who have put in a long service :—Those suitable are confirmed."

Those that are confirmed seem to be the only suitable ones!

"*Resolution No. (3) 13.*—Giving preference in making new appointments to the retrenched staff :—Orders have already been given to this effect."

Yes! But are they carried out?

"*Resolution No. (3) 15.*—Immediate provision to be made for a tiffin room at Ghorpuri :—The M. & S.M. Railway who are responsible for the allotment of funds for this work state that funds are not available at present. I have again asked the agent of that railway to consider this shed as emergency work and to provide funds if possible during the current financial year."

Thank you awfully!

"*Resolution No. (3) 16.*—Reduction in the duty hours and time of attendance of the staff at Ghorpuri :—The staff at Ghorpuri work from 8 o'clock in the morning to 6 o'clock in the evening, with a recess from 12 noon to 2 p.m. These working hours cannot be considered excessive."

Certainly! Hamals at Gulbarga work for 20 hours!

" *Resolution No. (3) 17.*—Stopping the delivery of goods on Sundays at Poona :—It is reported that deliveries were occasionally allowed on Sundays during the busy season, when the inward traffic was heavy, with the view of preventing congestion in the goods shed. Further inquiry is being made and any steps that may be considered necessary will be taken."

Congestion in the goods shed was a matter of greater importance than the convenience of the staff. Hope some steps will be considered necessary.

" *Resolution No. (3) 18.*—Immediate abolition of the frequent departmental examinations of staff of the commercial department :—The commercial department staff being concerned with rating and collection of fares and freight charges, it is necessary in the interests of the public, as well as the railway, to ensure that they know the rules, executive instructions, etc., and that their knowledge of these is up-to-date. Departmental examinations for this purpose cannot be dispensed with, nor those held to ascertain whether staff who are in turn for higher or more responsible duties are sufficiently versed in the details of their duties."

We are as anxious about public safety and efficiency as yourself. But, please read the revelations about medical examination in this issue and draw your conclusions.

" *Resolution No. (3) 19.*—Immediate sanction of the compensatory allowance for the staff working at Poona, Sholapur and other costly places :—Will you please put forward any facts and figures at your disposal bearing out the assumption that compensatory allowance is necessary at these places ?

The high cost of living at these places sufficiently warrants it.

" *Resolution No. (3) 20.*—Reconsideration of all cases of discharge and dismissal during the last two years :—It is not practicable to reconsider all discharges and dismissals ordered during the past two years."

A nice excuse ! The sabs would not be able to have their mid-day naps.

" *Resolution No. (3) 21.*—Sanction of tool checkers for day and night duty at Sholapur running shed, as the clerk has to do this work in addition to his own work without any extra allowance :—Tool checking work is done by one of the stores clerks only during the day time ; the work is so apportioned that the clerk is not required to devote any extra time to it, and there is no occasion to appoint a special man for this job. At night, tool boxes handed over by incoming drivers are kept unchecked, unless and until any of these are required for re-issue during the night hours to another driver, and on such occasions the night turner in charge of the running shed does the checking himself, in conjunction with the outgoing driver. There is thus no need for a special tool checker for night duty."

The reply is too detailed. It must have cost the typist heavily.

" *Resolution No. (3) 22.*—Adequate supply of stationery for all offices particularly to the stations :—The supply of stationery is a matter for the administration."

And not for the staff, who in some cases have to buy out of their own pocket, pencils for office work. But the money in their pocket is Government money and it is the same whether they spend it or Government does it.

" *Resolution No. (3) 24.*—Grant of full benefit of double travelling allowance for a trip to Bombay without restricting the grant to the stay in Bombay in excess of 24 hours as is done now :—The grant of double batta is not contingent on an employee staying in Bombay in excess of 24 hours, but is regulated by the same conditions as regards that stay in Bombay as is ordinary batta."

" *Resolution No. (6).*—Calling on the Government of India and the director of railway audit to introduce, on the impending separation on the G.I.P. railway of the audit from accounts, a time-scale of pay, viz., Rs. 60-8-200-20/5-240 and suggesting an educational qualification for candidates for these departments :—So far as the audit staff is concerned this is a matter for the director of railway audit. The accounts staff will be included in any measures taken regarding scales of pay."

Thanks for your assurance. Hope it will be remembered and remembered soon.

#### THE GENERAL SECRETARY, ALL INDIA AND BURMA COVENANTED NON-GAZETTED RAILWAY SERVICES ASSOCIATION.

We, the Executive Council of the All India and Burmah Covenanted Non-gazetted Railway Services Association, beg to submit for your consideration the following information relative to the position of the members of our association.

We are a body of railwaymen covenanted from England for services on the Indian railways, selected by trial and interview in the United Kingdom, and can claim to be a body of men, who in England, would be accepted as high-class artisans.

Our position in India is that of a superior subordinate supervisor and instructor in European methods of production, and it is undoubtedly due to the covenanted workmen of the past and present that the Indian railways have arrived at the high state of efficiency which now exists in the mechanical and running departments of the railways. A very illustrative example is at present being afforded in the electrification of the railways in Bombay. The coaches, locomotives, electric equipment, power houses, etc., have been practically all built in England and erected in India under the personal supervision of men covenanted from England either by the railways or by contractors, and after completion Indian artisans are being instructed in the operation and maintenance of this equipment under the supervision of covenanted men.

This example is only one of the many ways in which the covenanted subordinate has, and is, introducing into India from the time the Indian railways were first inaugurated, new and up-to-date methods.

We refer to this illustrative example in support of our claim that we, the covenanted subordinates are a body of men of vital importance to the efficient working of the Indian railways.

In our memorandum we will prove to you, His Majesty's Commissioners, that we do not receive those emoluments and privileges which are justly ours.

### **I—Recruitment.**

1. (i) One hundred per cent. covenanted from the United Kingdom.

(ii) Necessity of the Indian railways having men who are conversant with the latest modern method of railway practice.

(iii) Owing to some classes of work being learned by Indians, and their ability to perform the work efficiently, certain supervisory posts previously held by covenanted men are now being held by Anglo-Indians and Indians, such as foreman fitters, machinists, wagon repairers, etc.

Against this it is found necessary to covenant men from England for such purposes as toolmakers, tool draughtsmen, electricians, rate fixers, jobbers, planners, etc.

2. (i) Statistics in our possession show that out of 107 members who returned the questionnaires that were sent to them, 51 have not been able to return to England for a holiday due to not having sufficient money.

The remaining 56 show an average of seven years between each period of leave; of the 56 who went on leave 49 have had to borrow money to do so, which took an average of three years to repay. Average period of leave is six months.

(ii) The number of covenanted men fluctuate. The period of service contracts is, five years on State, and three years on company owned railways. The total number of covenanted men on all railways is in the region of 350 at any one time.

3. (i) The posts are advertised through the medium of the press in England; applicants have to undergo an interview and technical test at the office of the consulting engineer in England, and produce satisfactory references as to qualifications, character and ability to fill the post.

(ii) We have no complaint against the method of recruitment, but would suggest that fuller information be given with regard to cost of living in India and social conditions, etc., to successful candidates prior to their accepting the posts.

7. (i) Unemployment in India of a covenanted man is practically non-existent, as under the contract a man is usually returned to England at the end of the period of the contract. A few men accept other posts with private concerns, usually on a better salary, but the large majority of men return to England if they decide that they are not going to renew their contract.

(ii) (a) The proportion of men who are not given an opportunity to renew their contract is very small. Retrenchment of covenanted men is rare.

(b) About 35 per cent. of men who come to India only serve the first contract and return to England as they are dissatisfied with the conditions. These are usually single men under 30 years of age.

(c) Many men who come to India with families, unaware of the conditions in India, are not in a favourable position to return to England and enter the sphere of labour from which they came. The following are some of the reasons which may be adduced to support this statement: (1) A man who has been working at a trade which requires a certain physical capacity as well as skill is aware that although in India he is quite efficient as a supervisor and instructor, he would be at a

disadvantage were he to return to England and enter the labour market as a workman after a period of service in India. (2) Many men who come to India with families have the misfortune to have a member of the family contract a serious illness and due to this get into debt. The repayment of this debt is very often a deciding factor in a man renewing his contract. (3) After renewing their contracts men rarely decide to go back to England and take up the job they left off for reasons sufficiently obvious.

The average age of men covenanted to India is 25 years. Add on five years to this and a man is arriving at that stage in life where he is making a home and rearing a family. The breaking up of a home in India, proceeding to England and obtaining a new post and setting up a new home is a sufficient deterrent to most of us. The salary here is so small that very few men are able to save sufficient to enable them to return to England with any profit to themselves for the period they have spent in India.

### III.—Housing.

16. (i) The extent to which houses are supplied to covenanted men varies a great deal, depending on the railway administrations. Some railways have commodious bungalows with all the conveniences, others have a very poor type of bungalow with limited accommodation. In Bombay the accommodation is very scarce and to compensate for this a house allowance of 10 per cent. of salary is given. This amounts at the most to Rs. 65 in the case of a foreman on Rs. 650 per month. The type of bungalow that a man on this salary can afford has usually a rental of Rs. 130 in Bombay, so that a man has to make up from his salary a further sum of Rs. 65.

Bombay, Calcutta and Madras are, as you are aware, more expensive places to live in than the mofussil and we consider that people stationed in these big cities should receive compensation of at least 25 per cent. of salary to bring their salaries to the equivalent of those people living away from the large cities, who have ample accommodation provided at a cheap rate.

This house allowance of 10 per cent. which is at present granted is only allowed to foremen, assistant foremen and clerks. This should be extended to all covenanted men, irrespective of their designation. At present chargemen are exempted from the benefit of house allowance.

21. A difficulty which arises for the man covenanted occurs when he wishes to go on leave to England. Under the existing rules he has to vacate quarters; this means that this home in India which has probably taken him two or three years to get together and which has a value of approximately Rs. 3,000 has to be distributed amongst friends or sold at a big loss. We consider that taking into consideration our peculiar position facilities should be given for furniture to be stored when a man goes on leave to England, so as to obviate the necessity of disposing of furniture due to proceeding on leave.

### II.—Staff Organisation.

11. We would wish to make some statement on this subject. The present staff (managing) that comes from England covenanted is in the majority of cases young men on a salary not much in excess of an assistant foreman. These young men are not usually any better qualified for the positions they take up than a foreman in charge of a department, who in the past would probably have been promoted to the post of a junior official, which at present goes to the young man covenanted from England.

We contend that a proportion of these posts should be set aside for the upper subordinates to fill. This would cause a lot more satisfaction to the subordinates and would also result in a better understanding between the management and the worker, as the foreman who had been through the shops understands the language, the people and their conditions would naturally have a more sympathetic and matured judgment than a young man of between 24 and 30 coming from England would have.

### XII.—Wages.

102. All overtime worked should be paid at the following rates :—

Forty-eight hours should be the basis for paying overtime. Any work over this time (48 hours) during a week should be paid at time and a quarter for the first two hours.

Time and a half for the hours worked after this (50 hours), if worked during the week, viz., Monday to Saturday, 12 mid-day.

Any work on Saturday afternoon, irrespective of the two hours at time and a quarter, should be paid at time and a half.



Sunday work at double time. No extra time to be paid above the flat rate until a man has put in his full week's time of 48 hours. All grades to be paid overtime. Maintenance work to be paid at time and a half, Sunday included.

At present chargemen on most railways have to work on Saturday afternoon to get paid for Sunday overtime. Weekday overtime is not paid for. Foremen do not get paid at all for any overtime. This should be altered.

105. From bitter experience our members are unanimous that before covenanting a man to India he should be given more details of the cost of living. No man should be brought from England unless his pay will be at least Rs. 450 per month. Less than this is insufficient for a man to maintain a standard of living which leaves him free from worry. Married men should be discouraged from accepting a post unless as foremen on Rs. 575-650 grades.

The Lee Commission benefits should be extended to all covenanted subordinates, as it is only with a very great struggle that a man goes home on leave, and then only with the realization in most cases that he will have to spend his entire savings to do so and start afresh when he returns from leave.

114. (vi) It is generally admitted that the tropical climate of India has an adverse effect on the European born and bred in England. This is admitted by the Government of India by the fact that the Lee Commission benefits were extended to the Gazetted railway officer to enable him to spend his leave in his native land.

We the subordinates, are not given this facility for some unknown reason, although we are in a far more unenviable position than the gazetted officer who can go away to the hills whilst in India, as travelling to him is free and he has not the worry of saving to pay for his passage home when proceeding on leave.

We consider that the granting of the Lee Commission benefits would have a very good effect on the health and efficiency of the covenanted man and should be given to him at the earliest opportunity. We are both from the same country, officers or subordinates. We are both of equal value to the Indian railways and our home ties are equal to those of the officers and there is no just cause why the benefit should be withheld.

#### Mr. E. CLARKSON, SECRETARY, NATIONAL UNION OF RAILWAYMEN OF INDIA AND BURMA.

The list of subjects submitted by the Joint Secretary, Royal Commission on Labour were gone into, and only such as affecting railways in India and Burma were discussed as follows :—

##### I.—Recruitment.

7. (iii) It was suggested and argued that item 41, *facilities for industrial and vocational training under education* be considered in conjunction with the above when it was decided to advance the suggestions contained in an article by Mr. M. E. Little entitled the "Poor in our midst," copy of which is appended for sympathetic consideration.\*

##### II.—Staff Organization.

12. (ii) *Facilities for Training and Promotion of Workmen*.—It is to be regretted that none exist for specialized training which would enable the subordinate staff to qualify for higher posts.

13. (i) It is to be regretted that the relations between the officials and the rank and file are anything but cordial. In this connection, this union would suggest that the subordinate staff be given free access to their divisional officers at all times.

(iv) *Work Councils and Industrial Councils*.—It is understood that the former, as at present constituted, do not serve the purpose for which they are established, which it is believed, is for the amelioration of conditions pertaining to the workman.

##### III.—Housing.

16. (i) Such that is provided by some of the railways, for example the E.I. Railway, is inadequate. There are instances of families of from four to eight members being crowded into two small rooms. It was suggested :—(i) that railway quarters

be suitably enclosed so as to afford the necessary privacy to families whose health and morals are otherwise exposed to unnecessary danger ; (2) when an employee leaves the service through any cause, he and his dependants should be allowed to remain in his quarters until finally settled up.

18. (iii) At most stations no provision exists for lighting and where electricity is available, the charges for installation and current are prohibitive, although charges already paid have more than covered the initial outlay. We would submit that the installation as forming part of the fixtures of the buildings, charges for which should be met by the administration and not by the tenants. The arrangements for conservancy and water supply are anything but satisfactory. The number of latrines provided is insufficient and ill-situated ; in many cases, rows of latrines are to be found at certain places sandwiched in between the quarters at no great distance from them. Insufficient water taps are provided ; in numerous cases only one tap outside in the compound is provided to meet the requirements of as many as four different families together with their servants, and their families.

#### Suggestions from Moradabad.

(a) *Electricity*.—Installations should not be charged for separate from house rent, it being part of the building, the house rent should cover it. The cost of current per unit should be standardized throughout the line, rates varying at As. 4, As. 2-9 pies and As. 1-6 pies per unit at places.

19. The available accommodation is fully taken advantage of and if more were provided, it would be appreciated.

#### IV. Health.

26. *Sanitary Arrangements* (i) *Latrines*. See (18) (iii) in this connection.

(ii) *Drinking Water*.—Sufficient attention is not paid to this important item. Arrangements should be made for the supply of drinking water, apart from that for bathing and washing purposes. Filtered water should be provided at all stations.

It is considered necessary that at all stations where necessary, a suitable person be appointed on a fixed salary to see to the general cleanliness of quarters and compounds and that the person or persons responsible for the said cleanliness be suitably dealt with on being reported for any neglect.

27. *Extent and Nature of Official Supervision*.—This does not appear to be sufficiently exercised at present to judge from the existence of the insanitary conditions as evidenced by waterlogged localities entirely devoid of an effective drainage system a veritable hot-bed for the rearing of the pestilential malaria mosquito.

#### V.—Welfare (other than Health and Housing, but including Education).

36. The facilities existing for the education of railway employees' children as given by the N.W. Railway, O. and R. Railway Section of the E.I. Railway and E.I. Railway should be extended to all railways in India.

#### VII.—Safety.

50. Safety of the travelling public and the railway staff is imperilled by members of the running staff being compelled to work over hours, not due to inadequacy of the staff, but a faulty system devised by the supervising staff, who should be made responsible to see that the running staff get sufficient rest both at home and out-station.

That the general and subsidiary rules of the railway be rigidly enforced at all times and if a workman is obliged to infringe them at any time under compulsion, and the said infringement result in accident, the railway officer enforcing infringement be held responsible for the accident (consider case of McFlaclem and Burby).

#### IX.—Hours.

It is regrettable that this union is not in a position to supply statistics regarding the rest question, due to inability of getting any specific figures from railways. It is an indisputable fact that guards, drivers, firemen and awgwallas do not get the prescribed rest, either at their home or out-stations.

Details are made for these men to work by and notwithstanding the "Slogan of Safety First" by railway authorities, yet details are deliberately made whereby the staff are turned around at out-stations within three and four hours and less and very

frequently at their home-stations also, as a matter of fact, on some divisions within two hours. We submit that this is inhuman as far as workmen is concerned and positively dangerous where the public is considered. It may be argued by the authorities that turning around is optional and a means by which enhanced overtime is earned and being well paid, but the consequences of this does not appear to be considered by the authorities or workmen. Well paid indeed; and what does happen if one of these wage slaves happens to develop a constitutional weakness that has been brought on by his hard work, continued through a number of years. He is told that he can put his papers in for retirement, or, else, that he can have another post on a small salary, and this is the sum total of what this hard working victim of his own folly gets. If men were to understand that they can only do a limited amount of work per diem and that the human body can only tolerate abuse of its system for a limited period and if this is overdone, then retribution will overtake the foolish one who thinks that he can trifle with his constitution. If officialdom will also see that men are not overworked day in and day out, are given their leave when it is due, are properly treated when on the sick list, in fact looked on as human beings instead of as cogwheels in the railway machinery, then we shall have gone a long way towards solving the problem of "Disability Cases" for the simple reason that the men will be able to continue on until the age limit intervenes and they retire automatically to spend the few hours remaining to them out of their allotted span, in preparing for the "Haven from which no venturer returns."

That should the running staff be called upon to work again after they have completed their scheduled day's work, this additional work is considered entirely as overtime, and, on completion of this latter, full rest be granted at home-stations should such rest result in a non-working day, all regular wages should be paid for such day, as it has thus resulted through no fault of the workman.

That the running staff should not be made to work with short unpaid breaks (up to eight hours) such breaks should be paid for in continuation with the previous hours worked and the hours to be worked. In resting after such work, should a non-working day result, it must be treated as in previous paragraph. No rest under nine hours at an out-station and 16 hours at home-station should be considered as rest.

That after six hours work, the running staff should be granted one paid hour for meals at any station where meals are obtainable.

The revised general rules of the Southern Indian Railway in force from 1st July, 1929, Rule 97 (B) reads as follows:—A refusal to go out with a train except in the case of sickness certified by a competent railway medical authority will render a driver or a fireman liable to summary dismissal or prosecution.

A very important clause has been very conveniently left out from this rule and that is provided the man has had sufficient rest. At the present minute this rule is a Damoclean sword, very much to the undoing of the subordinate. This rule is one authorised by the agent, but of sufficient importance to send a subordinate out into the streets.

## XII.—Wages.

103. It is desirable that the wages on all railways be standardized to one uniform rate to be in keeping with the highest rate obtaining at present.

106. (i) *Extent of Fining*.—As the system of fining does not prevail on the western railways, there is no reason why it should be on Indian railways; furthermore, fines imposed are frequently out of all proportion to the grievousness of the crime, and often a fine is imposed where the party fined is not directly responsible for the fault for which the fine is levied.

That unjustly heavy and double punishments should cease forthwith, cases of above being brought to the notice of a Grievance Committee.

107. (iv) *Treatment of Unclaimed Wages*.—In the absence of knowledge by the staff at times as to the amount due, notice giving such information should be advertised in the weekly notices.

110. (ii) We regret we cannot make any definite statement of the extent to which workers avail themselves of their leave, or the extent to which they are assisted by their employers to do so, as the bulk of workmen are ignorant of the rules governing their leave, and we particularly ask that copies of leave rules be freely distributed among the staff, in order that the men might be in a position to avail themselves of any privileges to which they may be entitled. We would also ask that the rules governing furlough for the superior staff be made applicable to the subordinate staff (barring menials) as well.

**XIV.—Trade Combinations.**

119. *Nature of Trade Union Activities.*—(i) Mutual and benefit schemes ; unemployment ; sickness ; old age ; strike pay. The activities of the union in respect of the above may be gauged from the figures quoted below :—

	Rs.
Death benefits .. .. .	56,400
Non-employment benefits .. .. .	9,995
Legal assistance benefits .. .. .	3,865
Accident benefits .. .. .	750
Protection benefits .. .. .	4,570
Legal defence benefits .. .. .	219,765
Life insurance benefits .. .. .	90,865
Sickness insurance benefits .. .. .	22,320
Strike relief benefits .. .. .	24,210
Total .. .. .	432,740

This union regrets that compulsory membership of the Mutual Benefit Society organized by railway administrations themselves greatly hinder our activities in this direction to the detriment of the employees, and we would suggest that the present commission should recommend the abolition of these societies as they are not popular with the staff. These societies beyond agitating upon grievances, confer no monetary benefits upon their members.

122. (i) The method of negotiation hitherto has been through the medium of written appeals due to the fact that personal interviews have not been encouraged. This must be considered in conjunction with II (13) (i) and as applicable to "Relations generally", has reference to personal interviews between employees and their bosses. This is a fairly general complaint but we have no specific cases to cite, employees as a rule being chary about committing such to paper for fear of becoming marked men.

**XVI.—Law of Master and Servant.**

128. The service agreement bonds in vogue on railways in India and Burma are, in the opinion of the union altogether one-sided and should be modified. This has already been referred to by Col. Gidney, M.L.A., in the Assembly, when a promise was held out that this would be done. In this connection we would draw attention to paragraph 2 of the service bond existing on the O. & R. Railway section of the E.I. Railway which in our opinion is decidedly harsh, more so when compared with others, the G.I.P. Railway for instance.

**THE EAST INDIAN RAILWAY UNION, MORADABAD.****I.—Recruitment.**

3. (i) The recruitment of the staff on the E.I. Railway is not made on any sound principle. It is generally made on a basis of differential treatment and racial partiality and no regards of the proportion of the different communities in the province or town is ever kept in view. In the majority of the cases the better posts carrying higher prospects are given to non-Indians without testing the real merits of the candidate. The field for an Indian employee is extremely narrow as far as rise in the service is considered. Thus while a Naib Tahsildar can look forward to becoming even the collector of a district, the subordinate on the railway must almost invariably remain a subordinate all his life. Such is the small rise that he gets per year, that before his retirement he does not even in most cases reach the maximum pay fixed for the post to which he may rise.

Vacancies of "F" class assistant station masters, deputy controllers and mail drivers, are reserved only for the non-Indians and no Indian is ever promoted to these appointments. For instance, an Indian to become an assistant station master must first pass the telegraph, train passing, goods, coaching, traffic, block and interlocking examinations, and serve as a signaller for a considerable time. After passing these examinations he is appointed to that post (assistant station master's appointment) on the minimum pay, Rs. 40 p.m., with annual increment of Rs. 3, rising up to Rs. 55 p.m. in the lowest grade of the old scale, and on Rs. 40, with annual increase of Rs. 4, rising up to Rs. 68 in the lowest grade of the revised

scale. But an Anglo-Indian without telegraphic qualification on passing only in trains' passing duties, is appointed directly and posted to a bigger station on a starting pay of Rs. 260 p.m., with periodical increments of Rs. 10 p.m. An Anglo-Indian can thus draw the maximum salary in four years.

This is not the case with assistant station masters only, but in all the other branches of the department the same thing is to be found. There are services in which a man has to wait to rise to a higher post till the occupant of that post vacates it. If there was a list of persons holding the same post in neighbouring divisions, it might be easier for a man to go to another division on the higher post if it is vacated in the other division.

Then, again, appointments are often made in the higher grades directly at the cost of even the most senior and deserving candidates waiting in the lower grades at their maximum for a large number of years. There are a thousand and one cases of this nature to be seen in this railway. A few instances are given in Appendix A. (This Appendix, which is not printed, quotes six instances of men "appointed directly at the cost of the most deserving and senior men in the lower grades.")

(ii) There should be no racial distinction or differential treatment. Men working and appointed to work on a certain post should be allowed the equal privileges irrespective of their caste and creed. There should be competitive examinations for filling vacancies both in higher and lower grades, and every man coming forward and claiming a right to the appointment should be given fair trial in the said selection or competitive test. A number of posts should be reserved for appointment by selection of subordinates also.

7. *Unemployment*.—In the railway department there is no security of service, and cases of dismissal and discharge have become a matter of the day. The men are left entirely at the mercy of their superiors and no consideration is given to the long and faithful services rendered by an employee.

(ii) Retrenchment is always effected from the lowest grade instead of the topmost ones. The result of such a reduction is that although hundreds of men are thrown out of employment, very little saving is really effected in the cost of establishment. In case the retrenchment is effected from the topmost grades, the cases of unemployment will be quite insignificant and the savings will be quite appreciable.

(b) As already stated above, cases of dismissal and discharge have become a matter of the day and absolutely no regard of the man's past long and faithful services is kept in view. In a majority of cases the men are turned out in terms of paragraph 2 of their agreement, the application of which has become very common and is, therefore, proving very injurious. Men charged of any irregularity or omission are not given even the least opportunity to explain their conduct for the said irregularity or omission, but are generally sacked out at the sweet will of their superiors. In many instances, it has been noticed that the poor employees are and have been a source of victimization only as a result of their superior's personal grudge.

The conditions in this respect over the Oudh and Rohilkhan section of the E.I. Railway are very pitiable, and it is being observed that the old O. & R. Railway section men are being sacked out every now and then without there being any need to resort to this extreme measure. A few instances of quite unjustifiable dismissals and discharges are given in Appendix B. (This Appendix, which is not printed, gives 47 names with a short statement of grounds of dismissal or discharge in each case.)

(c) Men have also been discharged as a result of their falling ill and producing medical certificates from medical officers other than those appointed by the railway. In a few cases men have also been discharged from services and treated as absconders because they were discharged by the railway medical officer concerned when not thoroughly cured and, therefore, placed themselves under the treatment of other medical agencies. Another hardship is the prescription of a too severe eyesight test recently introduced in the Moradabad division of the E.I. Railway. The railway employees who are generally required to know only three colours, viz., red, green and white, are shown all sorts of colours and if they are unable to give their names (as they are not literate people) they are declared medically unfit. But this is not all. There are other such tests also.

(iii) The use of paragraph 2 should be stopped entirely, and the man discharged of any particular irregularity or omission should be given an opportunity to defend himself, even by a lawyer, if he so desires. Men should not be discharged otherwise than in very serious cases and even then by a board, which must consist of at least one representative of employees, who must be elected from amongst the office bearers of the union and should not be a mere creature of the officers.

There should be formed proper regulations for deciding appeals against discharge or dismissals, which are at present sent back by the appellate authority to the officer passing the orders of discharge only for *disposal* instead of for detailed report and remarks. The men concerned should also be furnished with a copy "

the findings of the officer passing the order of punishment and the appellate authority upholding the punishment. The dismissed employee should be given an opportunity of arguing out his own case before the appellate authority if he so desires.

### III.—Housing.

16. (i) The following staff are supposed to be entitled to free quarters : (1) transportation inspectors, both movement and commercial, (2) deputy controllers, (3) section controllers, (4) yard masters, (5) station masters, (6) assistant station masters, (7) trains clerks, (8) goods and transshipment clerks (who attend trains at night), (9) flag station masters, (10) yard foremen, (11) control clerks, (12) gunners, (13) train despatch clerks, (14) cabin signalmen, (15) line jamadars, (16) pointsmen, (17) shunting porters, (18) gatemen, (19) tel. peons, (20) lampmen, (21) control porters, (22) cabin porters, (23) station peons, (24) running room cooks, (25) box coolies, (26) running room porters, (27) running room bearers, (28) running room bhisties and sweepers, (29) cranemen, (30) pumpmen, (31) platform jamadars, (32) trolley-men, (33) call boys, (33b) van goods cooks, (34) crane porters, (35) office chowkidars, (36) porters, (37) Hindu watermen, (37b) bhisties, (38) sweepers, (39) waiting room bearers, (40) ayahs, (41) transshipment porters, (42) van goods porters and khalassis; but the number of the quarters constructed being too insufficient to cope with the actual requirements the majority of the staff have to live in the town and pay high rentals. In large cities where there is already a dearth of houses, great difficulty is experienced in procuring accommodation by the new comers. Staff named at items (36) to (42) are almost refused accommodation in quarters provided by the railway at large stations on the ground of shortage of quarters at such stations and they are thus put to great difficulties in tracing out accommodation in the cities.

Most of the classes of employees who perform outdoor duties, viz., ticket collectors, coaching clerks, goods clerks, parcel and booking clerks, signallers and relieving clerks, etc., are not supposed to be entitled to free quarters, and so they are neither supplied with free quarters nor given any house rent allowance in lieu thereof. The same is the case with travelling ticket examiners.

In very many instances, it is being observed that men who are supposed to be entitled to free quarters, but could not be supplied with the same are often not given a house rent allowance even in lieu thereof.

18. Next is the difficulty regarding the accommodation provided in these quarters. The old O. & R. Railway type double quarters supplied to the Indian superior staff, viz., station masters, assistant station masters, train examiners, etc., and other superior staff have only two small rooms measuring (9 feet by 11 feet) each, a small verandah (7 feet by 19 feet 3 inches), a courtyard (12 feet by 19 feet 3 inches), a kitchen (6 feet by 9 feet) and a latrine (5 feet by 3 feet 6 inches), which is too insufficient for a family man having a wife and a couple of children, not to speak of his aged parents and other dependants. They are not allowed to provide, at their own cost even, a tin shed in front of their quarters so as to save their cattle, etc., from the inclemencies of the weather.

With the single quarters there is no arrangement for latrines. The only latrines provided are at some distance where the occupants, specially the female inmates and young children find it very difficult to go every now and then, and their privacy is exposed. These single quarters have only one small room (11 feet by 9 feet) with a very narrow courtyard (9 feet by 7 feet) and verandah (9 feet by 3 feet). The new E.I. Railway type quarters which are being constructed now have the following accommodations :—

*For the superior staff.*—Two rooms, one measuring (10 feet by 10 feet) and the other (12 feet by 10 feet), one verandah (23 feet by 5 feet), one latrine (4 feet by 4 feet), one kitchen (8 feet by 5 feet), one bathroom (7 feet by 4 feet), without shutters and courtyard (23 feet by 15 feet). The latrine and bathroom are provided in the courtyard.

*For the menial staff.*—One room (10 feet by 10 feet), one verandah (5 feet by 10 feet), courtyard (10 feet by 10 feet).

But in absence of provisions for cattle and servants in the quarters for the superior staff and kitchen and latrine for the menial staff, they do not serve the requirements satisfactorily.

Indians generally like to have a sitting room access to which from outside should not be through the courtyard or the rooms reserved for the female members. This is due to the pardah system. The employees of the clerical establishment must in every case have such a room.

Ventilations in the rooms, which do not exist at present, are also essential.

(i) Workers demands in respect of provision of suitable accommodation are not acceded to. The locomotive staff provided with double quarters at Bareilly requested for a second door in their quarters on the back side, but it was not complied with.

Then again certain men at most of the stations, where there exist no other accommodation, requested to be allowed to provide a tin shed in front of their quarters for the protection of their cattle, etc., from the inclemencies of the weather, but the request was not complied with and the permission refused, although the men stated in the request that they would pay for the tin shed.

There are no latrines for the menial staff at Hardwar. The men concerned approached the authorities times without number, but nothing has been done to this day to remedy the trouble. The agent of the E.I. railway, who too was approached, remained all silent. The result is that the employees have to answer the calls of nature in the open, which is both indecent and unhygienic.

(iii) There do not exist any satisfactory arrangements for lighting, conservancy and water supply, and the occupants have themselves to look after their requirements in this respect to a great extent. At certain places there is absolutely no arrangement for supply of water and the occupants have, therefore, to go a long way to obtain water. Although there exists a sanitation department on the railway, but it seldom pays the required attention towards the cleanliness of the quarters supplied to, and occupied by the Indian staff, and specially the menial staff.

Even on big stations, electric lights are supplied only to non-Indian staff. No light is, in many places, put up in the yard in which the quarters of the Indian staff, both superior and menial, are situated.

There being very limited number of sanitary inspectors maintained by this railway, there is absolutely no arrangement for conservancy at stations other than the headquarter stations of the divisional superintendents, and this in the long run affected adversely the health of the employees.

19. There does not exist any basic principle governing the allotment of quarters and their supply, and allotment rests entirely at the sweet will of the supervising subordinate staff, such as station masters and running shed foremen, etc., and they are often led away by their immediate assistants, who generally secure most favourable allotment. Thus the claims of the senior and most deserving men are overlooked, and thus corruption and malpractices are encouraged. This state of affairs exists at almost all the important stations, viz., Moradabad, Bareilly, Dehradun, Lhaksar, Rosa, Lucknow, Partabgarh and Fyzabad, etc., both in the Moradabad and Lucknow divisions, of the E.I. Railway, and one can find numbers of men who have no quarters and whose claims for quarters are far greater than of those actually residing in free quarters.

20. The rate of rent varies in each case and there does not appear to be any fixed standard for this.

The Indian drivers (outdoor employees) occupying double quarters are required to pay rent at Rs. 2 p.m., irrespective of their grade and pay, and the other locomotive staff, occupying single quarters at Rs. 1 p.m., without regard to the fact that they are performing duties or not.

The permanent way inspector's clerks are also required to pay rent, but there does not appear to be any fixed standard for this in their case, as we find one paying Rs. 4, another Rs. 5 and the third Rs. 6 p.m., although the scale and standard of accommodation is one and the same throughout. The same is the case with the clerical staff in the locomotive and the carriage and wagon departments.

The guards are paid house rent allowance at 10 per cent. of their pay.

#### IV.—Health.

23. The general health conditions of the railway employees is generally not satisfactory, especially because they are often required to work even under rest hours and are discharged from sick list when they have not recovered thoroughly from their illness. The pay given to the subordinate staff is so low that they cannot afford to purchase nutritious food for themselves and their family. The result is that few men are able to live beyond the age of 55 and their health is generally bad after 40. Moreover, continuous night duty in the case of majority of men, and absence of gymnasium or other arrangements for athletics and sports at stations other than the divisional headquarters, also effect very adversely the health of the railway employees.

24. (i) Although the railway department have provided their own hospitals at almost all the important stations, but the arrangements which exist there are not at all satisfactory, inasmuch as that (1) the stock of medicines is too inadequate to cope with the actual requirements and it has been observed that proper medicines cannot be had, (2) medicines supplied are not very effective, (3) the medical officers

in most of the hospitals do not give the required attention to their patients and some of them often treat them (patients) in a most despising manner and in quite an unsympathetic way and (4) there is no provision for indoor patients in the railway hospitals.

Ever since the divisional system has been introduced in the medical department, great difficulty is being experienced in obtaining timely medical assistance at stations other than the headquarter station of the divisional medical officer. Under this system one cannot secure medical assistance from the civil district medical officer and the divisional medical officer has to be wired to, and cannot possibly come almost immediately because of the distance at which he is stationed, with the result that the case becomes all the more serious and great hardship and difficulty is involved to the sufferer.

Next, but not the least important, is the fact that none can be admitted to sick list unless he procures a "sick memo" from his immediate in charge, which is often refused by the latter, even in very high fever and other serious illness. There have occurred cases in which men died for want of proper medical aid, which could not be had, because they were not granted the required sick memo to enable the railway medical officer to admit them in the sick list and recommend for their leave (see instance in Appendix C\*).

Then again, a man falling ill at his home, situated miles off from the headquarters of a railway medical officer, finds it very difficult to obtain either a sick memo from his immediate superior or medical assistance from the railway medical officer. In such a case even the certificate granted by medical officer other than the railway medical officer is not accepted by the railway department, and there have actually occurred cases in which the certificate granted by as high an authority as the civil surgeon of a district was rejected and the concerned man's wages deducted for the period covered by the said certificate.

(iv) No provision exists at present for women doctors, trained midwives or dais even in the hospitals at the headquarters, although the urgency and importance has since long been felt.

26. Although the arrangements at work places for latrines and drinking water are fairly satisfactory, they are not at all satisfactory at home, inasmuch as that there are no latrine provided in the quarters for the menial staff and the supply of fresh drinking water is not always ready at hand.

There are no arrangements for bathing and washing either at work places or at homes. In the small quarters provided, there is no privacy for purposes of bathing, and the bath has to be of an unsatisfactory nature, which results in the persons getting skin and other diseases.

To supply these wants it is necessary that bath rooms, fitted with shutters, be provided at each station or work place and quarters.

Besides this, there is only one sanitary inspector at each of divisional headquarters station, which is quite insufficient as compared with the number of the men employed at such places, and there exist absolutely no arrangement at other places. It, therefore, seems desirable that sanitary inspectors should be appointed at all the important stations, where the number of workers and staff quarters exceeds 50. The sanitary inspectors should be placed under the control of the medical department and they should be qualified "D.P.H."

## V.—Welfare.

32. Although welfare committees have been formed by the E.I. Railway authorities at almost all the divisional headquarters, the subordinate members thereof cannot express their grievances fully for fear of annoying their superiors.

The composition of a divisional welfare committee consists of ten elected and five nominated members and the divisional superintendent himself is the president of the said committee. (This is the constitution of the divisional welfare committee in the Moradabad division.)

Most of the representations and points raised in these committees are not put to votes even and although there has been some six meetings since August, 1928, the date from which a divisional welfare committee was formed at Moradabad, but not even a single grievance out of the several dozens that were put up and discussed there has been redressed or set right.

The members are not elected in accordance with the rulings in force in the municipal boards, district boards and other similar representative bodies, but their election is influenced by the higher officers.



36. (i) School teachers have been provided at a few places to impart instructions to the employees in lower grades for seeking and securing lifts in the higher grades, but there does not exist any satisfactory arrangement for this purpose. The only teachers provided are for the locomotive staff only.

For other staff, there exist training schools at Chandausi and Asansol, but very few men are sent for higher training there. Then again, it has also been experienced, that men coming out successful from the said training schools are seldom given that lift for which they were selected prior to being sent to the said training schools, despite the fact that they came out successful with very high marks. Selection for filling higher grade appointments from such persons is not made strictly in accordance with the order of merit and there are cases in which men who obtained the highest marks were deprived of the promotion, whereas those who obtained less were selected and given higher grade appointment.

Men who prove unsuccessful in such training schools are reduced both in grade and pay, without any regard of the fact that they had already passed the requisite test in the duties which they were performing prior to coming to the training schools, possess certificates to that effect from old State railway officers and had been doing their work quite satisfactorily.

(The memorandum quotes three instances in support of this statement, which are not printed).

(iii) Moradabad is one of the most important stations and is a divisional headquarters station, employing thousands of workers, but there does not exist any proper railway school for the education of the children of the workers, where they might have education as free scholars or as half rate (concessional) scholars. The one which exists here, imparts instructions up to the seventh standard only, and the staff consists of only about four teachers, some of whom have not passed even their matriculation or high school examination. There is not even a single trained teacher either a graduate or undergraduate, and therefore, the school serves no useful purpose, although the students are required to pay fees at about the same rates which exist in the other Government and aided schools. Besides this, the building in which this school is located, too, is quite unhygienic and unsuitable, and there is no boarding-house attached to it, to enable the sons of the employees stationed in the suburbs of Moradabad to derive any benefit from it.

The Indian railway employees are paid very meagrely, they cannot afford to send their sons to big cities, far off from their working places, and as such they, specially those who are stationed at roadside stations, find it awfully difficult to arrange for their sons' education and proper attainments.

The E.I. Railway administration maintains institutions for the sons of non-Indian staff, where they receive subsistence grant from the railway for education purposes at an average of Rs. 50 p.m. per child.

For the sons of Indian staff there is, however, no such arrangement. There is only one high school for them at Bareilly throughout the whole O. & R. Railway section of the E.I. Railway and even there, there is no concession for them. They are required to pay fees at about the same rates which exist in the other local Government and aided schools.

To remove this hardship, it is very essential that there should be provided high schools at all those important stations where the number of the children justifies their establishment, and at other stations, the workers should be allowed some allowance to meet the educational requirements of their sons and daughters at reasonable rates, as is done in the case of non-Indian staff. These high schools must also have free hostels.

At less important places, secondary or primary schools should be opened and education there imparted free.

For higher educations either a separate college should be established or arrangements must be made with some college or university for admission of children of railway employees, and some allowance must be made to parents for the education of their children in colleges, which impart general or technical education.

A college may be opened for imparting education in railway work to children of railway employees. Railway must also arrange for lectures on hygiene and sanitation for the illiterate staff and medals should be awarded to those who pass certain examination in knowledge of these principles and to those who observe these principles in their homes. This would encourage sanitation and inculcate hygienic habits even among illiterate employees.

33. No welfare officers and workers exist on the E.I. Railway. Such officers and workers with genuine "missionary" and not "tin-god official" spirit must be engaged to look after the welfare of the staff.

34. (ii) Indian institutes have recently been formed at certain important stations, but they deserve greater encouragement and some arrangements for physical culture must be made at smaller stations as well. Physical contests among employees at wayside stations should be introduced.

### VIII.—Workmen's Compensation Act.

51. (i) Although Workmen's Compensation Act is applicable in the railway and the employees sustaining injuries while performing their legitimate work are entitled to receive compensation, in a majority of cases the compensation is refused.

(The memorandum quotes three instances in support of this, which are not printed.)

The railway ought to, as far as possible, avoid of its employees or their dependants going to courts.

In a majority of cases, men, who may have injured some part of their body and are fit to perform some lighter work, are not given any light work. Unless entirely disabled, they ought to be given light work on their original pay, and the compensation they are by law entitled.

### IX.—Hours.

73. (i) The duty hours vary in each case. The station masters, assistant station masters, guards, drivers, pointsmen, line and cabin jamadars and shunting porters, etc., are required to work eight hours a day, i.e., for 56 hours per week, the clerical staff working at stations are put to work 12 hours per day or 84 hours per week (goods, coaching, parcel, booking, trains and transhipment clerks, etc. etc.). Whereas those working in the different offices and doing indoor work are supposed to perform 6 hours' duty per day or 42 hours per week, and the menial staff, excluding those mentioned above, (i.e., pointsmen, line and cabin jamadars and shunting porters, etc.), but including watermen, porters, bhisties and peons, etc., 12 hours per day or 84 hours per week.

The menial staff of the engineering department are required to be on duty all the 24 hours and they have no day or even an hour for rest. (The trolley men of the permanent way, inspectors and the engineers are also supposed to be on duty for 24 hours).

(ii) Almost all the different classes of workers have to remain on duty for far more than the period that they are supposed to work and they are allowed no overtime. Exceptions are few, for instance, employees working in the sheds only.

The duties of the station masters, assistant station masters, guards, drivers, pointsmen, line and cabin men, jamadars etc., are very onerous and responsible, for on them rests the safety of millions of travelling passengers. But we find that these people are often forced to work for far more than 8 hours and in some instances as much as 12 hours and even more, and there are innumerable instances, both in the Moradabad and Lucknow divisions, in which the authorities concerned have given an undertaking to reduce their working hours from 12 to 8, but that has remained a pious wish.

The same is the case of other classes of workers in the locomotive department (for instance, shed men, crane drivers, etc.), who, too, have to work for 12 hours at even some of the most important and busy stations.

Formerly a guard working a pick-up goods train was authorized, if he found on arrival at a station that with more road-side work he will not be able to reach his destination within 12 hours of his starting on work, to wire to advance stations that he would not attach any more vehicles, and to send a copy of the wire to his divisional superintendent, but now that concession has been withdrawn by the Divisional Superintendent, Moradabad, *vide* his Circular No. 351 T, of 1927, dated 24.10.27, with the result that the guards have to remain on road for more than 12 hours and they cannot reach their destination or headquarters in time. This effects very adversely, not only on their health and energy, but also mars the efficient working of the railway.

74. With the exception of the clerical staff in the different indoor offices, particularly the divisional superintendent's office, every one of the clerical staff has to work throughout the week continually without a single day for rest. The same is the case with the staff working on stations in capacities other than clerical.

76. None of the staff, with the exception of the clerks in the divisional superintendent's offices and those performing indoor duties, are allowed an interval for taking meals or rest. All of them have to work at a stretch.

(iii) The clerical staff not connected with the running of trains are allowed all the gazetted holidays of the province under the Negotiable Instrument Act, except in the cases where the work is heavy, but no holidays are allowed to the staff working on outdoor duty on stations and in sub-offices attached thereto, i.e., the running shed foreman, permanent way inspector, and station master's offices, etc., and this coupled with the 8 or 12 hours' night (in the case of those performing duties in connection with the running of trains only, viz., station masters, assistant station masters, drivers, guards, booking clerks, parcel clerks, signallers, train clerks, pointsmen, line and cabin jamadars, shunting porters, etc., etc.) or day duty makes the lot of the staff very hard and miserable.

Although guards, irrespective of caste and creed, are allowed extra allowance in lieu of Sunday to compensate them to some extent for the loss of a holiday for this day, the Indian drivers, who too perform duties of just the same nature, are refused this concession, which is, however, allowed to European drivers.

The daily rated staff are not allowed any pay for Sunday and other gazetted holidays, since they are paid only for the days they actually work. Besides this, the daily rated staff are entitled to no leave on full average pay excepting the 15 days' casual leave throughout the year, and such persons have, therefore, to suffer great hardship on occasions of sickness and other emergencies, because they have to forego their pay if they stand in need of leave for over 15 days. It is not the staff who prefers to be paid at daily rates, but it is the railway department itself which has made this rule. The employees should not be refused their pay for the days on which there is no work in sheds and workshops. They (the daily rated staff) should be allowed the same privileges and concessions as are allowed to the monthly rated staff.

Regulations governing the grant of holidays on religious festivals and other off days should be so formed that each and every employee enjoys the privilege of rest on all the gazetted holidays, and where this is impossible the men concerned should be allowed extra allowance, as is done in the case of guards and European drivers for working on Sundays.

## XII.—Wages.

96. The present scales of pay are most defective and block the progress of an employee, howsoever intelligent and smart he may be. They are not only quite inadequate and they are also not inconsistent with the nature of duty and one's responsibilities. The revised scales of pay, introduced recently in order to co-ordinate the scales of pay on the two railways—the O. & R. and the E.I.R.—have been fixed and formed very unwisely. They not only do not offer a living wage but also affect the old incumbents adversely. Not the least regard has been paid in fixing these scales of pay to either the nature of one's duties or his responsibilities.

The following instances will illustrate this point:—(1) A goods clerk starts at Rs. 30 p.m. and goes up to Rs. 66 with an annual increase of Rs. 4, but a booking clerk whose duties are far more responsible, risky and tiresome, inasmuch as he has to work always in great confusion on account of large numbers of passengers both by day and night, and has to share much higher responsibilities and debts due to bad coinages, etc., whereas the former (goods clerk) is required to work in day only in a quiet and peaceful atmosphere, starts on and from Rs. 28 and goes up to Rs. 52 only with an annual increase of Rs. 3 each, in the lowest grade of both these appointments.

Then, again, an assistant station master goes up to Rs. 76 p.m., whereas a station master, who is in charge of a station, starts at Rs. 52 p.m. only.

It has been the practice over this railway that an Indian assistant station master drawing the maximum of his grade in Class "C" (i.e., Rs. 90 p.m.), over which he cannot be promoted, while acting as an assistant station master, only because he is an Indian and the posts of assistant station masters in Classes "D", "E" and "F" are meant solely for non-Indians, has to undergo a reduction of Rs. 15 p.m. if he desires to become a station master since he is taken as a station master on the maximum of the lowest grade only.

Besides these, there are a number of similar other anomalies.

101. As already stated above, there is no fixed method of fixing wages in the railway department, and they are generally fixed at the sweet will of the authorities concerned, without any regard to the nature of work required from the employees.

102. Only officials and men in the sheds and workshops and staff on running duty are paid overtime. There is no uniform rate of wages for overtime work, viz., shed and workshop staff are paid 20 per cent. of their day's pay for each day's overtime work. There is no limit of hours for the overtime work that they will have to do. Thus, if a person has to do eight hours' duty and does four hours' overtime

work, he should be allowed at least 50 per cent of his day's pay, but according to the rules he would be paid only 20 per cent. and would thus have to lose and suffer a loss of 30 per cent.

The running staff are paid according to the mileage, but that does not compensate them well enough, viz., a goods train guard has sometimes to perform duty for 36 hours at a stretch. There is no convenience for him for his bath or food in the train; sometimes the brake vans have no lights and even no water. If the train is detained at a wayside station he has to go without food for several hours together. The guard and driver get no compensation for the hours for which a train is detained. They get compensation only for the miles travelled by the train.

This system ought to be changed. The running staff must get their overtime allowance for the hours for which they had been on their duty.

The clerical staff includes station masters, assistant station masters, parcel, booking and goods' clerks, signallers, ticket collectors, etc. Sometimes these people have to perform even 24 hours' continuous duty, when they do not get relief, but for all these troubles they get no overtime. This also applies to the menial staff not on running duty.

No Sunday allowance is paid to any of the staff, except the guards and non-Indian drivers and European officers in the locomotive sheds and workshops. Christmas allowance is also paid to the above European and Anglo-Indian officials.

No Indian, except guards and drivers, gets allowance either for Christmas or any of his religious festivals. No facilities are given to Indian staff, even to perform their religious ceremonies on their festivals, except to the clerks in the divisional offices at headquarters, who get holidays under the Indian Negotiable Instrument Act. But if these clerks have to work on a holiday also, they get no allowance for it.

105. The minimum wages fixed for employees on this railway may be enough at present to attract a sufficient number of people, but they do not tend towards efficiency. On account of the large unemployment prevailing amongst the educated classes in India, people in order to avoid starvation have to take up employment on the meagre wages offered, but they are not enough to maintain them and their families. To take an example, a normal Indian family consists of the employee, his wife, two children, a mother, a sister, a brother, and one or two widow dependants. Owing to the joint family system prevailing in India, the employee has to maintain all these dependants. He starts as a clerk on Rs. 28 p.m. He can spend about Rs. 3 on each dependant. This tends to lower his own vitality and that of his dependants, and he cannot be expected to discharge his duties efficiently. If he is a goods clerk, parcel or booking clerk, he gets no accommodation from the railway, and, naturally, he must fall a prey to evil temptations.

The minimum wage given to a menial is Rs. 10 or Rs. 15 at the start. The menial has also to support the same number of dependants as a clerk, with this advantage only, that his children and women may do some outdoor or indoor work and get some wages. But still the meagre pay is not enough. Coupled with this, a gateman, for instance, has to perform 12 hours' duty. After this long duty he cannot be expected to earn anything by doing some private work in order to supplement his income by private means, lest he may not be able to discharge his official duties properly. This applies also to other menial staff.

At an average, a clerk with his wife, two children and one dependent member of his family, has to meet the following liabilities:—

	Rs.
(1) Flour, 1 maund 20 seers (at $\frac{1}{2}$ seer per day per man) at Rs. 7 per maund	10
(2) Ghee, 4 seers at 8 chattanks per rupee .. .. .	8
(3) Spices and vegetables (including pulses) .. .. .	5
(4) Wood and fuel, etc. .. .. .	3
(5) Clothing .. .. .	5
(6) Servants (including barber, washerman, sweeper and waterman, etc.) ..	5
(7) House rent .. .. .	7
(8) Medical aid .. .. .	2
(9) Milk and sugar .. .. .	5
(10) Provision for education of children .. .. .	5
(11) Sundry and unforeseen expenses .. .. .	3
Total .. .. .	Rs. 58

And a menial with equal number of dependants :—

	Rs.
(1) Flour .. .. .	10
(2) Pulses and spices, etc. (including vegetables) .. .. .	3
(3) House rent .. .. .	4
(4) Medical aid .. .. .	2
(5) Clothing .. .. .	2
(6) Sundries (including oil, barber, washerman, sweeper) .. .. .	3
(7) Fuel .. .. .	2
<b>Total .. .. .</b>	<b>Rs. 26</b>

These figures do not include provisions for maintenance in cities, where the living is costly and where the accommodation is dear as compared with the living and accommodation in small towns.

It is, therefore, desirable that there should be fixed time scales of pay for all the different classes of workers, varying from Rs. 50 to Rs. 150 in the case of the superior staff, and from Rs. 20 to Rs. 50 in the case of the menial staff, which would cover anomalies thrown open by the existing scales of pay. Moreover, under the existing scales of pay, men have to wait for indefinite periods on the maximum of their grades, and there is very limited space in grades higher than the lowest, and, therefore, the proposed time scales of pay will offer ample room to reach a substantial stage of pay before one reaches to the age of retirement.

106. There are no definite and effective regulations regarding deductions, which are frequently effected without the previous knowledge of the official concerned.

(i) Fines in the railway department are often imposed out of all proportion with the pay of the official concerned. Ordinarily, they absorb a man's full day's wages, leaving nothing for the subsistence of the employee or his family for the day, although a full day's work is exacted from him on the day the fault is found. In a majority of cases no explanation is obtained in writing, allowing the victim to defend himself. Fines and other punishments are imposed by the district officers on the recommendations of the subordinate supervising staff, without instituting any personal enquiry, with the result that in several cases the subordinate supervising staff out of vindictive motives (on account of private grudge) put the staff in trouble even for slight fault, which might have been overlooked. Cases have actually happened in which a man drawing Rs. 60 p.m. or so was fined as heavily as Rs. 25 all at once (Driver Iman Ali, pay Rs. 65, was fined Rs. 25 in one single instance for very trifling offence, which was due to probably his engine not being repaired thoroughly by the fitting staff.)

(ii) Besides fines, debits and claims are also constantly being deducted from one's pay without taking his explanation and ascertaining properly whether or not one is responsible for the same. Representation in such cases proves futile. Men are also reduced heavily for slight omissions and irregularities, both in grade and pay for indefinite periods. (The memorandum quotes three instances in support of this, which are not printed.)

(iii). Fines realized from the staff are credited to "Fine Fund." A very small portion of this fund goes to really charitable purposes, but the major portion is spent for enjoyments, such as dances, etc., of the non-Indian staff. A major portion of the realizations goes to help the education of the children of the European staff, for which purposes several schools and colleges are maintained at Oakgrove and other places. So far as we are aware only about 2 per cent. of the total collections of the fines is spent on the education of the Indian staff, notwithstanding the fact that over 99 per cent. of the total collections of fines are contributed by the Indian staff, and this statement can be corroborated by the fact that throughout the O. & R. section there is only one railway high school for the sons and relations of the railway employees.

Moradabad and Lucknow are the divisional headquarters and the number of the staff employed on these stations is very heavy, but still there is no high school at any of these two stations and the result is that the poor employees, being already very poorly paid, cannot afford to give proper education to their sons.

(iv) To regularize imposition of fines and other punishments, including recovery of debits and claims, rules should be framed classifying the nature of offences and their penalties. Before inflicting punishment, charges should be framed against the employee alleged to have committed wrong and his explanation in writing should be obtained.

107. Payments are made monthly.

(i) They are paid for a month at a stretch.

(ii) There is no fixed date for the payment of wages. In one month they are paid on the 10th and in another not even by the 20th. There being no fixed date for the payment of the wages, men concerned have to remain in suspense for days together and suffer great inconvenience in attending the station to meet the pay clerk every now and then in expectation of receiving pay. It has also been experienced that payment of the wages which a worker could not have on the day other payments were made by the pay clerk, because he was away on duty, are not paid for months together. Deductions once made, though erroneously through a clerical error, are not paid back for months and sometimes years together, although one may apply for it dozens of times.

(iii) (a) The payment of each and every employee must be made by a fixed date of the month following that for which the wages are due.

(b) Strict regulations should be framed and proper arrangements made to strengthen the staff, where necessary, so that the pay sheets and acquittance rolls are completed, checked and verified by the close of the month positively and payment of the wages effected by the 10th (or any other fixed date) of the following month.

108. The railway employees are over head and ears under debt only because they are paid very meagerly and their wages are paid very late. In many cases employees have got themselves declared insolvent.

110. The railway employees are entitled to leave in accordance with the fundamental leave rules, except in the case of drivers and daily rated staff, who are not entitled to leave under these rules, i.e., they are entitled to one month's privilege on full average salary after every 11 months of duty and 15 days' casual leave in one calendar year.

The daily rated staff are entitled to no leave but 15 days' casual leave throughout the year. The menial staff (bhitis, sweepers, porters and gatemen, etc.) are entitled to no leave at all.

(i) Leave applied for is seldom granted even on very emergent occasions, such as marriage, sickness of their (employees) near and dear ones and similar other purposes, although due, and there have actually occurred cases in this section of the E. I. Railway in which men were refused leave even to bury their relations (sons and wives, etc.).

The leave applications are not attended to strictly in accordance with the priority of their receipt or the urgency and importance of the applicant's requirements, but they are dealt with with great partiality and those who can prevail upon either the dealing clerk or the authority competent to grant the leave, get leave almost immediately, whereas the rest have to wait in suspense for months and years together.

The result of this is that in a majority of cases the men have to resort to unauthorized ways of obtaining leave, which ultimately result in corruption and illegalities.

To improve conditions in this respect, it is very essential that strong and workable regulations be framed, sufficient number of reliefs should be appointed and leave earned should always be given when applied for.

It would prove quite beneficial if the railway authorities pass regulations granting bonus for good attendance, i.e., employees who have had no leave at all during one calendar year (excepting the casual leave) may be granted pay in lieu of the leave (privilege leave) to which they were entitled under the departmental rules. By such a procedure not only the employees would benefit to a great extent, but the railway would also be saved the inconvenience and heavy work involved in receipt of innumerable leave applications and the provision of reliefs in place of the persons going on leave.

The daily rated staff and those menials who are entitled to no leave at present and the drivers should also be allowed leave in accordance with the fundamental leave rules.

Indian staff should also be allowed and granted leave preparatory to retirement and study leave as is done in the case of non-Indian staff.

109. In the railway department there is no pension after retirement and consequently provident fund system has been provided, in lieu thereof. Under this system an employee is required to contribute towards the fund (which is compulsory in the case of all the superior staff) one month's pay in one calendar year and an equal amount is contributed by the railway as bonus.

The contribution towards this fund in the case of menial staff drawing pay more than Rs. 15 p.m. is voluntary but others are not entitled to benefit by the scheme. Although the rules provide laxity in the case of the former (menial staff drawing Rs. 15 and over) to contribute towards the fund, but their applications to deduct the requisite amount from their salary are generally not attended to and they thus get no benefit from the scheme.

It is the low paid staff who deserve greater encouragement and provision for old age.

Then again the grant of the bonus, which the railway contributes, is at the sweet will of the authorities concerned and it is often refused after one's leaving the service on the alleged charge of misconduct or gross negligence.

A railway employee who has put in a service of ten years or over is also supposed to be entitled to gratuity at 15 days' pay for every complete year of his services, but the grant of the gratuity being solely and entirely at the sweet will of the authority empowered to grant it, it is often refused without the least regard of the concerned man's past long, faithful and approved services. The grant of gratuity is considered as a gift and not a right or claim.

In view of the fact that there is no pension in the railway department and the employees have no source of their own and their dependents' maintenance after their retirement or quitting the service, it seems highly desirable that the grant of bonus and gratuity should be made compulsory and the latter (gratuity) should not be considered as a gift.

The amount of gratuity should be one month's pay for each year's service, and not 15 days' as at present.

#### XIV.—Trade Combinations.

120. (i) The local union was formed on the 12th July, 1926, and is the first union to be registered under the Trade Unions Act in the United Provinces. Ever since its inception, it has been trying to ameliorate the conditions of the employees whom it represents and foster harmonious relations between the workers themselves and between their officers. Working on most constitutional lines, it has been its first and foremost aim and object to work collectively for the benefit both of the employees and employers and to effect cordial relations between the two parties, but it is to be regretted very much that the officers' attitude towards this union is very hostile and quite unsympathetic. They have not only refused to grant the union facilities for organization purposes, such as free passes to its office bearers, special leave and passes to the members of the union for attending meetings and functions of the union as is done in the case of the welfare committees and similar other bodies (co-operative credit societies, etc.), but have also declined to supply the union with copies of circulars, weekly gazette and other periodicals and publications even on price and have been penalising and victimising every now and then those of the members of the staff who take active part in the affairs of the union. We have dozens of cases in which the members of the executive committee of the union and other workers were transferred from one station to the other or penalised otherwise by forfeiture of their promotions and reduction in grade for faults imaginary or otherwise. There have been one or two instances, details below, in which members of the union were even discharged.

*Instances :—*(1) Mr. P. G. Lobo was a head trains-examiner at Dehradun. He having commenced taking great interest in the affairs of the union and its organization was transferred to Moradabad in a subordinate position and placed under his junior, Mr. Thompson. The trouble did not end here, but poor Lobo was continually being harassed and troubled every now and then and ultimately discharged in terms of paragraph 2 of his agreement, without any regard of his long, faithful and meritorious services.

(2) Nawab Ali, driver, Moradabad, was discharged because he got his representation drafted by the union. He was in the first instance discharged in consequence of the failure of his engine, but when he appealed against his discharge orders, stating in the appeal that the failure of his engine was not the result of any negligence on his part, he was called by Mr. A. C. Robertson, superintendent power (Moradabad) personally and enquired whether he was a member of the union and where from he got his representation drafted. On Nawab Ali's informing Mr. Robertson that he was a member of the union and the representation was got drafted by the union, the latter (Mr. Robertson) told him in very plain words that since he (Nawab Ali) was a member of the union, he cannot be reinstated and that he should go to the union, who will appoint him.

(3) We have and find innumerable instances in which men are working on one and the same station for dozens of years, but never was the question of their transfer taken up, whereas those who have joined the union or are taking some active part in its affairs are transferred at very short intervals. When the union protested against such frequent transfers, the agent of the E.I. Railway always replied that the transfer was in the interest of service. Take the case of one B. Sobha Ram. He was one of the active members of the union. He was working as a typist in the Divisional Superintendent's office, Moradabad, but was, we assert transferred on a reduced scale of pay. The matter was represented to the agent who gave the reason of this transfer and reduction as incompetency of the man. But when the matter was

further represented by the union and pointed out that he was working for five years efficiently and without complaint, the agent replied that it was in the interest of service to do so.

There being, thus, two different statements in one and the same case, the union further approached the agent to point out which of the two statements was to be taken as correct, but the agent kept quiet. Thus it would be observed amply that there was actually no interest of service and there was no other object of his transfer out of Moradabad but to make him cease his connections with the union and to set an example for others lest they may also not suffer in the same way, if they took active part in the union's movements. There are innumerable other instances of the nature, some of which are given below.

(The memorandum quotes six further instances which are not printed).

There are too many other such instances, which are omitted here in order to save time and space.

Then again the representations made by the union and the irregularities brought to the notice of the authorities are seldom given any consideration. Instances have happened in which union brought to the notice of the authorities cases of corruption and other irregular actions of certain supervising officers and subordinate staff, but no attention was paid even to such serious allegations. Not only this, requests for deputations of the representative of the staff and for personal interview with local authorities by the officers of the union with a view to discuss employees' long standing grievances and to explore means and ways for their redress and co-operation between the railway and the union officers on the one hand and employees on the other were also refused in a most discourteous way. The most recent instance of the nature is of the 21st September, 1929, when Pt. Surendra Nath, M.A., LL.B., Advocate, senior vice-chairman of this union, requested in response to a resolution passed at a meeting of the railway employees held on the 20th September, 1929, Mr. Evans, Divisional Superintendent, Moradabad, for a personal interview to discuss the employees' grievances and to explore means and ways to remedy them and officers' co-operation with the union, but Mr. Evans declined to accede even to this modest request, *vide* his letter No. Nil, dated 21st September, 1929. (Copy of the senior vice-president and Mr. Evans' letters under reference are enclosed for reference.)\*

The same thing happened in the Lucknow division, when Mr. S. M. Raza, barrister-at-law, local president of this union there, requested Mr. R. C. Briggs, Divisional Superintendent, Lucknow, to grant an interview on the 7th of October, 1929.

These facts are enough to show that the attitude of the railway officers towards their employees' union is very unsympathetic and quite hostile.

It would not be out of place to add here that in February, 1928, session of the Legislative Assembly, the Hon'ble Mr. Parsons was pleased to assure the Hon'ble Molvi Mohd. Yakub, M.L.A., Deputy President of the Assembly and President of this union, that there can be no objection in allowing leave and passes to the members of the union for attending the meetings of the union, provided the leave and passes are taken as part of the allowances for leave and passes of the employee concerned, but the agent, E.I. Railway, did not do even that and certain strict conditions were imposed when the union requested to spare some persons for attending the meetings. For instance, he in his letter No. A.E. 699, dated 29th January, 1929, stated that he has instructed the departments concerned to spare such of the men required as apply and are eligible for passes in terms of their employment and that they are due for leave and can be spared from railway duties, further adding in the said letter that Mr. Colvin is not prepared to go beyond this and wishes it to be clearly understood, that the staff who want leave and passes *must* make applications for them to their superior officers in the usual way. (Copy of the letter under reference is enclosed.)\*

Such conditions and restrictions are never imposed in the case of the members attending the welfare committee meetings. They are allowed leave and passes at any time of the year and the leave granted and passes issued in their cases to enable them to attend such meetings are not debited against the members' concerned allowances for leave and passes, not there ever intervenes the question of work permitting a member to be spared to attend the meeting.

Even contractors, tailors, theatrical companies, members and workers in railway institutes, besides co-operative credit societies, are allowed passes quite freely. It is only the railway union which is treated so indifferently in this and all other respects.

It therefore seems desirable that some effective steps be taken to improve conditions in this respect. Although the Government of India have passed the Trade Unions Act, but as it does not provide any punishment against victimization by the railway officers of the union workers and members or refusal of the grant of even the modest facilities for organization purposes, it serves no useful purpose.

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\* Not printed.



To remove this drawback, it is very essential that provision should be made in the Trade Unions Act, imposing certain punishment for such employers and officers who are found victimizing and penalising the members and workers of the union and who refuse the grant of those facilities. For instance, in the railway department it should be binding on the railway authorities to grant free passes to the office bearers of their employees' union and to deduct the subscription and other dues on account of the union from members' salaries through pay bills as is done in the case of dues on account of co-operatives credit societies and institutes, etc. In order to encourage the growth of the trade union movement in India, where the labour movement is in its infancy, it should be further provided in the said act that the membership of a union which has been registered under the Trade Unions Act will be compulsory and the employers should decide cases relating to employees' grievances and hear representations along with the representatives of the union.

*Miscellaneous questions relating to the East Indian Railway.*

1. It is the State which has taken over charge of the East Indian Railway, a company-managed line and not a company which has taken charge of a state railway (the O. & R. Railway); and as such the rules and regulations of the latter (State Railway) should have been promulgated throughout, but we find that those rules of the East Indian Railway which are severe and offer great disadvantages to the O. & R. Section people are constantly being enforced over this (O. & R. Section) section on the plea that the East Indian Railway administration has taken over the charge of the O. & R. Railway and as such the rules of the former will be observed throughout, but on the other hand, where that (E.I.R.) railway's rules offered privileges and advantages not offered by the O. & R. Railway, such rules are not made applicable in the case of the O. & R. Section people, because, as is stated in this case, they are the employees of the O. & R. Railway and they must, therefore, be governed by the rules of their own railway.

*Instances :—*(1) Under the rules of the E.I. Railway, there is no restriction about the number of privilege ticket orders that an employee can have in a year, but in accordance with the rules of the O. & R. Railway an employee cannot have more than two sets of privilege ticket orders during one calendar year and therefore, they are still allowed only two sets of privilege ticket orders.

(2.) (a) The O. & R. Railway used to allow a free pass to the guardian of the family of an employee, when the latter did not himself accompany it, but the E.I. Railway does not allow this and therefore this privilege has been withdrawn from the O. & R. Section people. (b) The O. & R. Railway used to allow holiday passes, but they are not allowed now, because no such passes were granted by the E.I. Railway to its men. (c) The O. & R. Railway used to allow passes by mail trains, but they are not allowed now even on journeys over 300 miles. (d) Local passes were granted by the O. & R. Railway in continuation of the foreign, they were counted, i.e., as one set, but now they are counted as two sets.

(3.) The assistant station masters on the E.I. Railway rise in the lowest grade up to Rs. 76 per mensem, but on the O. & R. Railway they are blocked at Rs. 55 per mensem (same grade) and there are a number of instances in which we find one assistant station master of the E.I. Railway and the other of the O. & R. Railway working at the same station. The former is getting Rs. 76 whereas the latter only Rs. 55, although junior to the latter (O. & R. Railwayman) in service. Similarly the outdoor clerks on the O. & R. Railway have the lowest grade of Rs. 28 to Rs. 50 per mensem and the indoor Rs. 34 to Rs. 64, but on the E.I. Railway, both, indoor and outdoor, rise up to Rs. 80 per mensem in the grade Rs. 30 to Rs. 80 and there are instances on O. & R. section of the men imported from the E.I. Railway Section working side by side with the O. & R. Railway men, but getting a higher rate of pay, although junior in service than the latter.

The stationmasters of the O. & R. Railway in the lowest grade rise up to Rs. 75 per mensem only, but the E.I. Railway men have a scale of Rs. 52 to Rs. 80 and therefore go up to Rs. 80 per mensem. One finds dozens of instances on the O. & R. section in which a stationmaster (O. & R. man) getting Rs. 75 per mensem only, the maximum of his grade, and the assistant stationmaster, i.e., his assistant (E. I. R. man) Rs. 76 per mensem, the maximum of his grade, which is higher than that of the former and therefore effects very adversely both the discipline and prestige. Although these scales have since been revised, they are in no way better than the previous ones, vide details furnished under the head "Wages" and have, therefore, received universal disapproval and have not been accepted by the majority of the staff till this day.

(4.) Rules regarding punishments and penalties of the E.I. Railway which are more severe and hard than that of the O. & R. Railway have been introduced and enforced throughout this section (O. & R.).

(2). Ever since the amalgamation of the two railways—the O. & R. and the E.I.R.—it is being experienced that the employees of the former are constantly being meted out quite a step-mother like treatment at the hands of the present administration and they are being deprived of their legitimate rights and claims. The employees of the latter are given in almost every case quite an undue preference and there are innumerable instances to show that lion's share in vacancies in higher grades has gone to the men of the E.I.R. Section and the claims of even the most senior and well deserving employee of the O. & R. Section overlooked, except a few favourites here and there.

*Instances*—(1) Soon after the amalgamation of the two railways, one running-shed foreman with three assistant running-shed foremen, and a few other assistants were provided at a number of important sheds in the O. & R. section, but over 95 per cent. of these appointments went to the E. I. R. men, although there were available quite a number of most senior and thoroughly deserving hands (viz., Messrs. Bashiruddin, Ramsingh, Wilson and Eates, etc. etc.), who had on many occasions past acted as loco. foremen and shed incharges for pretty long periods and could have, therefore, run the appointment of assistant running-shed foremen—the newly created post—very efficiently.

(2) Ever since the head clerk of the running-shed foreman's office in the O. & R. section was an official in the grade Rs. 34 to Rs. 64 and B. Laxmi Narain, the senior most head clerk of such an office in the Moradabad division, was blocked at the maximum of the said grade for the last six or seven years, while working at Moradabad, but now after the amalgamation of E.I. Railway with the O. & R. Railway, he has been replaced by an E.I. Railway official in the grade Rs. 30 to Rs. 80 and sent to a less important shed at Rosa. The scale of the former appointment (head clerk to the running-shed foreman, Moradabad) in consequence of the provision of a man from the E I Railway in the grade Rs. 30 to Rs. 80 as against Rs. 34 to Rs. 64 of the old O.R.R. has been raised accordingly, but even then the claim of the old incumbent (B. Laxminarain) who is the senior most running-shed fore-man's head clerk throughout the Moradabad division and had already held that appointment for about ten years and worked quite independently in accordance with the E.I. Railway rules and regulations after the amalgamation has not been considered favourably.

(3) Soon after the amalgamation the posts of assistant station masters on the following stations were reduced from higher grades to lower ones in order to engulf the field for advancement of the Indian assistant station masters, which was already very narrow, in as much as that no Indian is ever promoted permanently to either "F" or "E" classes (Rs. 200—10—290 and Rs. 150—10—200 grades respectively), and there is only one post in class "D" (Rs. 100 to Rs. 140) throughout the Moradabad division.

(i) Bareilly station reduced from "C" class to "A" (i.e., Rs. 78—3—90 grade to Rs. 40—3—55 grade) for Indian assistant masters only.

(ii) Roorkee from "C" to "B" (from Rs. 60—3—75 to Rs. 40—3—55).

(iii) Hardwar, one assistant station master from "C" to "B".

(iv) Rampur, two assistant station masters from "B" to "A".

(v) Nagina, one assistant station master from "B" to "A".

The Indian assistant station masters, it may be added here, have thus no field to rise over and above Rs. 90, the maximum of "C" grade and when one desires promotion to the station master's line (grade) he is provided as "A" class station master only, i.e., only on Rs. 75 p.m., which means that he undergoes a reduction of Rs. 15 p.m. in order to get the job of a station master. It was very recently, during the course of an interview, stated openly by Mr. James, transportation superintendent, E.I. Railway, Moradabad, that the post of "F" class assistant station master is solely meant for Europeans and that Indians should consider themselves fortunate enough to get acting chances even in that grade, and this goes to show that Indians are allowed to act in that grade only because there is scarcity of competent non-Indians and that as soon as this gap is filled, no Indian will ever get an acting chance even.

Indian assistant stationmasters and assistant section controllers working as "F" class assistant station-masters and section controllers respectively, do not get, with very few exceptions, their full and due officiating allowance according to article 35 of the fundamental rules and instructions published at page 64 of *Weekly Gazette*, No. 20 of 1923.

4. Neither the drivers nor any other staff, were, prior to the amalgamation of the two railways, required to undergo any re-examination when claiming promotion to higher grades, but now they must undergo that before they can be promoted to next grade. They are on failure, reduced indefinitely both in grade and pay, without

any regard of the fact that they had been performing their duties in which they were re-examined, for the last several years quite satisfactorily and possess the requisite certificate of having passed a test in those duties from the old State Railway gazetted officers.

(The memorandum quotes three instances which are not printed).

(5) After the amalgamation of the two railways, work has increased enormously, and the E.I. Railway system of working, which is very elaborate and requires much labour and time, has been introduced throughout the O. & R. section, but neither the staff nor their emoluments have been increased proportionately, with the result that the poor O. & R. men have to work for periods longer than their prescribed hours of work at the cost of their health.

(6) Ever since the amalgamation, it is being observed that the old O. & R. Railway engines are being sent out and the condemned engines of the E.I. Railway imported in their places here, which frequently fail on the road, in order to show the O. & R. Railway staff as incompetent staff. Besides this, an engine booked for repairs by one driver, is given away to the other either without repairing it thoroughly or after repairing it in a haphazard manner and the result is that the latter, who does not know its defects cannot find out at a glance, without working some distance, if it is free from all defects, with the ultimate result that the engine fails on the road and the poor driver is punished for that heavily, often resulting in discharge even (as was done in the case of Nawab Ali, driver).

Repairs are also not undertaken thoroughly for want of sufficient materials and stores, and this is one of the main reasons why there are so many failures of engines now, despite such a heavy increase in the cost of supervision. (There has been an increase in the expenditure for supervision of the loco. sheds only, of about Rs. 59,280 per annum, as was shown by the Hon'ble Molvi Mohd. Yakub, M.L.A., in February, 1928, session of the Assembly).

Besides frequent changes of engines, the crew (staff) of the engine is also changed every now and then. Firemen and khalasis also help a great way in the efficient working of an engine and change is also, therefore, a source of great inconvenience to the drivers.

The inattention to the maintenance of tools, etc. of the engines, in proper working order, further troubles the driver of an engine.

(7). *Favouritism*.—is most rampant these days all through, and there is nothing which is not done under the shadow of favouritism. One who can gain favours of his superiors, can only meet his objects, whereas the rest have to suffer greatly.

Conditions in this respect, in the divisional superintendent's office, Moradabad, particularly, and in Lucknow, generally, are proving a source of great nuisance and trouble to the rest of the staff.

In the Moradabad divisional office, brahmanas predominate and the members of the other communities have a very trying time. Almost all, with the exception of about 5 per cent., the heads of sections belong to the former community and are related in one way or the other to the office superintendent, Mr. Sri Narain Misra. The Mohamedans, who are in a very minor number in that office, have to suffer at almost every step and their rights and claims are being overlooked openly in preference to the members of the other communities. The following instances will illustrate this point.

(The memorandum quotes sixteen instances which are not printed).

There are dozens of other similar instances, and as already stated above, there is nothing which is not done under the shadow of favouritism.

*Conditions in Respect of Punishments*.—Conditions in respect of punishments are very deplorable. Men are punished very heavily both by fines, reductions and sometimes by dismissal, and discharges even without any regard of the nature of the irregularity or the man's past record of service. With the exception of those who are in the good books of their immediate incharges and superiors none escape a punishment howsoever small or trifling the fault or omission be. Often double and treble punishments are imposed for one and the same fault without any limit of time. The following instances will speak for this.

(The memorandum quotes seven individual cases which are not printed.)

There are many other instances in this category too.

*Corruption and Bribery*.—Cases under this head too, have become a matter of the day, and they are increasing almost daily, only because the authorities do not take the requisite action to check such activities.

(The memorandum quotes seven cases in support of the above which are not printed).

Such instances amply speak of the favouritism that prevails in the railway department here, and one cannot but say that such things are repeated only to harass the subordinate staff and earn money by illegal ways.

There are many other instances of this nature and they are constantly being published in the *Railway Union Gazette*, the official organ of the union, but no action is being taken in those cases and thus such practice and actions are being encouraged by the authorities themselves.

It is not only cases of corruption and bribery that are coming to light abundantly these days, but cases of assault and unsympathetic treatment of the superior staff, with their subordinates, have also become a matter of the day.

In consequence of there being no definite ruling in the railway department as to the period of one's stay at a certain station, the superior supervising staff are gaining undue advantage by their influence, which they generally command at a station where they have been for years together.

In other Government departments, such as the postal, the officers authorised to appoint, and those who are called as supervising officers, i.e., executive officers are not allowed to stay at one and the same station for more than a definite period, say three years, and if there could be enforced such a ruling in the railway department, too, there would be no such corruption and favouritism.

*General Points.*—(1) The drivers and other staff who are now required to deposit back their three years' uniform before quitting service on retirement or otherwise should not be forced to do so, since it is not possible for them to make up three years' uniforms, which are torn only after one year's wear, to tatters. This procedure is telling very heavily on the men concerned.

(2) The men should be allowed free will to go on retirement on reaching the age of 55 years, as required by articles 56 and 86 of Civil Service Regulations, and should not be retired compulsorily on reaching that age.

In the railway here, the provisions of the above articles are not observed strictly. In some cases, men have been retired compulsorily.

(The memorandum names five men who were compelled to retire on reaching the age of 55).

(3) Copies of adverse remarks in one's service book should be furnished to the official concerned, as otherwise it has been experienced that at present, officers declare one's service record as bad or good at their sweet will, without informing him of the bad and unfavourable remarks if the record is said to be unsatisfactory.

(4) There should be provided, one month's notice in the case of contractors, also, as the present system of taking off their business at a moment's notice and requiring them to clear off the railway premises within a couple of days, tells very adversely on their business, in as much as that they cannot possibly clear and adjust their accounts within such a short time. There should also be some security of their business, and the contractors should not be discharged on the reports of the supervising officers only, which are in many cases found to be malicious, but the men concerned, should always be given charge sheets in writing and the explanations obtained.

### THE EAST INDIAN RAILWAY UNION, LILLOAH.

This union was established in the year 1927, as a branch of Dinapore Railway Union, Khagole, Patna, which was registered under the Trade Union Act, 1926. It consists of a regular membership of 10,000 workmen of block signalling, mechanical, electrical, engineering, traffic and loco. department of the E. I. Railway. This branch has been separated from the Dinapore Union since 1st August, 1929.

The union made a substantial progress in organization work in the course of a year. In the beginning of the year 1928, the union had to face and handle a very unhappy and awkward situation, which was created due to utter callousness and lack of sympathy shown by the authorities in meeting the simple and rightful demands of the workmen, and which resulted in a strike of the workshop employees and lockout of the shops. A short history of the lockout is attached to this report as Appendix A for the information of the Commission.

#### I.—Recruitment.

1. Frequently men are employed by the supervising staff without scrutinizing previous records of service or trying their efficiency whether skilled or unskilled. The general opinion is that the jobs are sold to the highest bidder; qualified men

and the relations of the employees are kept out. Specially this practice is rampant in Lillooah workshop. This has been brought to the notice of the authorities by the weekly official organ of the union "Mazdoor," thus resulting in the dismissal of the foreman of "H" shop, Mr. Wilkinson and mechanics Mr. Feron and Mr. Ghosal, two mistries and a shop clerk. But in the case of "M" shop, as some of the officials were entangled, the case was postponed. Definite allegations were made by the workmen of "M" shop through the official organ of the union against the names of Mr. Tubb, hon. works manager, Mr. Low, the foreman of "M" shop, mechanics Kundoo, Ahmed Bux, Hiru, Bhutnath No. 1, Bali Ram, Naran and the shop clerk Ashu Babu. Only Bali Ram has been dismissed, and Ashu has been forced to retire and the case is still pending.

In this connection the general secretary of the union openly challenged the administration either to prosecute him for the publication of the allegations of a serious nature or the agent should advise the aggrieved party to go to a law court to clear their position, as they are Government servants, but the challenge has not been accepted by the agent. We invite the special attention of the Commission over this matter.

13. The relations between the supervising staff and the workmen are not very cordial. The authorities are not only indifferent towards the welfare of the workmen, but they may be said to be callous of the hardship and difficulties in matters of their working condition. They have shown utter disregard to the earnest appeals and entreaties of the rank and file for better treatment in the matter such as pay, prospects, promotions, leave and house accommodation, etc.

*Apprenticeship.*—Racial discrimination prevails in a great degree in the matter of employment of apprentices in permanent service, after their completion of the apprenticeship. European and Anglo-Indians are provided just after their completion of apprenticeship on a higher scale of initial pay, though they do not acquit themselves satisfactorily in the theoretical examination, whereas the Indians are driven out. The question formed the subject of a debate in the Legislative Assembly in its session on the 10th September, 1929. An extract from the official report of the same which explains the case clearly, is attached to this report as Appendix D\* for information of the Commission. Answers to the questions put by Mr. S. C. Mitra, M.L.A., are still awaited.

Though Lillooah is supposed to be one of the biggest carriage and wagon shops, and though the numerical strength of the apprentices both Indian and European is about 60, still there is no workshop instructor in this shop to impart lessons to boys directly bearing upon their respective trade. In the Jamalpur shop in the same railway, there is a workshop instructor.

There is no hostel accommodation for the Indian apprentices at Lillooah. For this reason they are under the painful necessity of undergoing various sorts of trouble as they have got to make arrangements for their lodging at Lillooah, where no suitable house is available. The allowance granted to them is fixed on the rate of expenses prevailing in Jamalpur, so the allowance is not sufficient to cope with the high standard of living in Calcutta, where most of the apprentices are compelled to take up their abode. There should be one hostel for the apprentices, as there is one at Jamalpur.

If there be no hostel built in the near future, there should be some enhancement in their allowance, just sufficient to live like gentlemen in Calcutta.

According to revision of grade, the apprentices are called 1st grade apprentice. Their initial pay after their completion is between Rs. 110 and Rs. 150, awarded according to merit, but in Lillooah the Indian apprentices are given, if they are provided at all, a start of Rs. 60, and they are to serve as probationers for years till vacancy occurs, whereas an Anglo-Indian, or a European is given, just after their completion, a start of Rs. 160 to Rs. 170, and so on, and confirmed on a higher scale only a few months later.

Formerly there was no arrangement for training workmen apprentices in the C. & W. workshop at Lillooah, and the system has been introduced only since November, 1929.

Youths between the ages of 16 and 18, usually the sons and relatives of workshop employees who have served 15 years and upwards, are recruited as workmen apprentices, and they are given a stipend of Rs. 7, rising to Rs. 12 in six years. After the expiry of the apprenticeship they are employed permanently provided there are vacancies.

With the allowance granted to this class of apprentice, how it is possible for them to meet both ends, is beyond all imagination, specially as during the long period of six years' probation many of them become family men. It may be said in this connection

that the workmen send their sons to accept the apprenticeship only through dire necessity, being unable to provide for their education for want of means and facilities, and they only expect that the youths be self-supporting and be not a burden to them in their old age.

### III.—Housing.

Racial discrimination plays a good part in this respect also. Europeans and East Indians are provided with superior types of quarters, whilst Indians are given inferior types. Workmen are provided with only one small room without kitchen or latrine.

None of the workmen of C. & W. workshop, Lillooah, block signalling workshop and general store, Howrah, have been provided with quarters, nor are they paid any sort of allowance in lieu of quarters, although they are the most ill-paid employees in this railway, and a part of their scanty earnings goes towards paying rent of private houses. It is an admitted fact that the cost of living in Calcutta and its vicinity is dearer than in any other parts of India, and this is specially due to the fact that the rent of the houses is abnormally high. This fact cannot be denied by the administration, as an allowance on the score of high rent has been sanctioned in the case of subordinate clerical staff employed in the Calcutta and Howrah offices. The supervising and senior subordinate officers of the workshop have been provided with palatial buildings, and land has recently been taken by the State for the construction of more buildings for the supervising staff. But no arrangement has been made for providing quarters to the low-paid employees of the above shops, although the question has been hanging since 1920. The above-mentioned workmen live in private quarters, which are quite unfit for human habitation. But their economic condition compels them to remain in damp, unhealthy huts. The private landlords charge them Rs. 3 to Rs. 4 for a single room, and Rs. 8 to Rs. 12 for two rooms.

### IV.—Health.

24. There are three railway hospitals—one at Howrah, one at Howrah Loco. Depot and another at Lillooah—which are practically meant for the supervising and the subordinate staff. These are not in any way helpful to the workmen and their families. These hospitals are maintained more for examining the workmen and depriving them of the means of their livelihood than for the treatment of the workmen and their families. The workmen generally live at a great distance away from the railway hospitals, in private houses, and they can scarcely expect the railway doctor to call at their places, and those who live in the vicinity of the railway hospital even get little benefit, as the doctors charge a fee on each call; so in their case there is no difference between the railway or outside medical help.

The staff are also put to unnecessary troubles and loss of money due to the medical department refusing to accept private medical certificates produced by the staff, when they are compelled to take private medical help due to circumstances stated above. Certificates from highest diploma-holders are rejected on the plea of their not being conformatory to rules. Certificates from registered medical practitioners are accepted in every department of Government, and it is not known why there should be an exception in the railway department.

23. The general health of the workshop employees is not good at all. This is due to many causes such as insanitary house conditions, want of sufficient and nourishing food, etc. The staff live generally in the vicinity of Howrah, which is notorious for malaria and kalazar. Epidemic diseases such as cholera, smallpox, are not rare. Just after the rains break out the climate becomes worse, and 95 per cent. of the employees suffer from malaria and kalazar. Amongst the workmen of this railway the rate of infant mortality is dangerously heavier than in the other district of Bengal.

### V. and VI.—Welfare and Education.

The authorities are always indifferent to the welfare of the rank and file. There are several schools for the children of the European and Anglo-Indian at important places all over the line. Also there are schools for the children of the Indian subordinate staff at important places, but there are no schools affording educational facilities for imparting education to illiterate adult workers in the workshop at Lillooah and Howrah and their children.

Institutes have been provided at Lillooah for the use of the European, Anglo-Indian and Indian subordinate staff, but no arrangement has been made for the recreation of the workmen. A large amount is spent annually for the maintenance of the institutes, which is taken from the fine fund. It is a fund made up of the fines inflicted on and recovered from low-paid workmen for petty mistakes and irregularities, and it is a pity that no amount is utilized from this fund for their benefit.

Staff welfare committee has been introduced at Lillooah workshop. The constitution of the committee consists of some of the supervising officers, a few subordinate staff and a few mistries. The activities of the committee are not satisfactory, inasmuch as the officials do whatever they please, and a free hand is not given to the subordinate Indian staff and mistries for discussion. Staff are also punished for openly speaking or criticizing actions of officers in matters which affect the interest of the staff in general.

Co-operative credit society and staff loan fund have been established on the railway. The staff are no doubt deriving benefits from these societies, but there is ample room for improvement. Application for loans are very casually dealt with. Timely intimation is not given to the applicant whether loan would be granted or otherwise, which compels them to borrow money from professional moneylenders for the performance of domestic and social ceremonies which cannot wait over. Staff who are not members of the provident fund are not granted loan, and as they do not get a living wage, their plight when they have to perform any social ceremonies can well be imagined.

### VIII.—Workmen's Compensation Act.

The existing provisions of the Workmen's Compensation Act should be amended, and brought into line with English legislation on the subject.

Claims of the compensation decided by the administration are sometimes found inadequate. Administration makes an attempt to induce workers to accept less compensation, but on the workers appealing to the commissioner, they have to pay more. It is, however, not always possible for workmen to appeal to the commissioner; as being ignorant of rules, they very often accept whatever is offered to them. But when, by chance, it comes to the notice of the union, they take up the case and get the proper compensation sanctioned.

The notice of offer should make it clear how the administration arrives at the offer of compensation, and give the party sufficient time to consider whether he would accept the offer or prefer claims.

### XII.—Wages.

It is a question of most vital importance to employees of all grades and classes. The wages now paid to them can hardly be said to be a living wage. Then again, there is no regular flow of promotions to enable the workmen to meet their daily increasing needs. At every grade the employees are barred for several years without any addition to his emolument. There is no machinery for fixing the minimum living wage. The immediate need of the hour is a substantial increase in the present rate of salary on the time-scale basis.

Fair treatment is not made in the case of workshop employees when they are put to work in higher rank involving greater responsibilities. For instance, when a mistry is put to work as a mechanic (chargeman) he is not granted any allowance: similarly when a workman is put in place of a mistry he is also granted no acting allowance.

Annual increase and grade promotion to the workmen in the Lillooah shop is recommended by the supervisors only for money and not always for merit and the establishment officer who deals with the matter accepts the views of the supervisor without ascertaining the cause of their not recommending.

### XIII.—Industrial Efficiency of the Workers.

The workshop staff in general are efficient. Inefficiency where it exists is due to want of provisions for educational and training facilities amongst the workmen and due to their constant worries and troubles to maintain the proper standard of living with their scanty wages.

### XIV.—Trade Combinations.

120. (iii) As a countercheck to the ever increasing enlistment of workmen to the membership of the union, the railway authorities started the Workman Welfare Organization as a rival institution. And workmen who refused to serve on the welfare committee and to resign their membership of the union were prosecuted in a criminal court, but fortunately they were acquitted. The railway authorities in their memorandum to the labour commission states that labour is unorganized and exploited by politicians with their pocket stuffed with propagandist gold.

The truth is, labour in India is rapidly becoming conscious and coming to assert its rights and to claim its due privileges, which were hitherto denied it by self-seeking, hypnotical, and reactionary combinations of capitalists. The union is honestly

endeavouring to organize and discipline the workmen, so as to bring them in line with labour abroad. The charge of labour being exploited by politicians is repudiated by Mahatma Gandhi in refusing presidentship of the Lahore Congress and has given the lie too by the endeavour of the workmen to wreck the congress in Calcutta.

*Security of Service.*—There is no security of services of the workers which depend only on the sweet will of the managing staff. Workmen are subjected to various harassment if they fail to please their mistries and chargemen, and it often leads to their services being terminated immediately. The recommendation of foreman for dismissal of workmen is accepted and carried out without enquiry and no appeal lies against the orders passed in such a case.

*Subsidiary Privileges.*—The workers of Lillooah workshop are differentially treated as regards subsidiary privileges such as leave, passes, gratuity, etc., with the employees of other departments in the railway.

The workers do not know what is called leave, they are not granted off even on Sundays and gazetted holidays (except 15 days shop holidays out of 36), not to speak of leave under the fundamental rules. The staff are daily rated servants. Some time ago they made a representation claiming equal privileges with the supervising and clerical staff, but to no effect. On 9th August, 1929, the agent issued his circular No. 504, (*vide* the memorandum submitted by the E. I. Railway) proposing to make the staff monthly rated, but this has not been introduced yet, due to the staff not accepting it as it does not offer scope for economic betterment. On 27th March, 1929, Mr. Amarnath Datta, M.L.A., put question No. 1266, in the Legislative Assembly, and in reply to which he was informed on 10th May, 1929, by the director of the railway board, that in regard to subsidiary privileges, the agent, E. I. Railway, had reported that there was no differential treatment. The circular has apparently been issued by the agent as a result of the move.

There is a great deal of wastage of staff due to their being dismissed for slightest offences, which is often misrepresented by the managing staff as to be of grave nature when reporting to the higher authorities, and the report is accepted without any investigation and the staff are victimized and made to lose gratuity.

The staff cannot expect any response from the office even after making numerous applications over the same subject, and the condition has been worse since the appointment of the present establishment officer, who has proved to be very unsympathetic to the rank and file.

This union invite the members of the Royal Commission to visit the workshop at Lillooah, which is situated at a distance of three miles from Howrah station, and to hear from individual workmen the extent of oppression they are subjected to and the attitude of the staff towards the union.

## APPENDIX A.

### *First Lock-out at Lillooah Workshop.*

The cause of unrest among the workshop men was as follows :—The shop authorities had been extorting the workmen in various ways before the union was started—(1) At the time of appointment the workmen were compelled to pay Rs. 30 to Rs. 40 to respective foremen, through the respective babu and mistry; (2) in order to obtain privilege passes they had to pay Rs. 3 to Rs. 5; (3) at the time of annual increment, Rs. 5 to Rs. 10 had to be paid; (4) the workers were forced to purchase lottery tickets when a foreman wished to dispose of his watch and car, etc., by raffle; (5) "Dali" had to be presented during Christmas and occasional payments had to be made to the foreman to meet his domestic expenses.

As soon as the union was established the workmen began to expose the officials through the official organ of the union, the "Tope" (a vernacular weekly) and the "Mazdoor"; and also the workmen of "H" shop, "F" shop and "L" shop filed written complaints against the respective officials, as a result of which, the foreman of "H" shop, Mr. Wilkinson, two mechanics, Ghosal and Feron, the shop clerk and two mistries were summarily dismissed, and the shop clerk of "F" shop also met with the same fate. In the meantime, the workmen of "M" shop brought serious charges of bribery against Foreman Low, Chargeman Kundoo, Ahmed Bux and Naran Babu, Hiroo, Ball Ram and Bhutnath, No. 1, etc. On 23rd January, 1928, while this case was pending enquiry, Fazel Mistry of "L" shop was trying to take the signatures of the workmen on a blank paper under orders of the workshop manager, in order to save the mistry of "L" shop.

The staff refused to give signature on a blank paper, and thus incurred the displeasure of the works manager who at once ordered the workers to go out of the shop. The workers struck work as a protest against the high-handed action of the



manager. The shop was locked up for 24 hours. The next day (24th January, 1928) the deputy agent appeared in the workshop and on his assurance that he would look into the matter, Mr. Mitra, the then general secretary of the union, induced the workers to join work, which they did at twelve hours. Thus the first lock-out ended.

Incidentally it is necessary to give an account of Fazel Mistry. This man had no less than three previous convictions on serious charges under the Indian Penal Code. It is a matter of question as to how a man of his type found an employment in the railway department, and became a right hand man to the works manager.

### *The Second Lock-out.*

There was a mass meeting of nearly twelve thousand workmen on the 1st March, 1928, demanding the same standard of wages as is obtainable in Lucknow and Lahore, and in the meeting the following resolution was passed :—" This meeting of the workers of Lillooah demands for them the same standard of wages as is obtainable in other State-owned railways, i.e., Lucknow and Lahore. They further demand that they should be provided with quarters or house rent in lieu of quarters since the European employees, the staff, and the people of loco. and traffic departments enjoy the same privilege."

This resolution had been communicated by telegram to Sir George Rainy, the Commerce member of the Government of India, the Chief Commissioner of Indian railways, the Railway Board and the Agent of the East Indian railway.

In the meantime four workers of Lillooah " L " shop were discharged for their taking active part in the work or organization of the Lillooah Union and for their attempt to bring about a charge of corruption against the mistries of the said workshop. This matter has been published in " Lillooah Kahini," the official organ of the Lillooah Union.

On the 4th of March, the workers of Lillooah workshop held a mass meeting, and passed a resolution to the effect that they should appear before the D.C.M.E. in a body, and should demand of him the reinstatement of their six comrades, two of " M " shop who had been discharged on the allegation of misbehaviour and four of the " L " shop as stated above.

The result of this was that the latter four men were reinstated in their places, but the authority, however, declined to make any enquiry regarding the other two of the " M " shop.

On the 7th March, 1928, the agent declared a lock-out without enquiring into the true facts of the case. Had he taken the trouble to enquire personally into the case instead of depending on the report of the shop authorities, there would have been no lock-out at all. This matter also was duly communicated to the Honourable Sir George Rainy, the Chief Commissioner of Indian Railways, and the Railway Board, and also to Mr. Joshi, M.L.A., and Dewan Chaman Lal, M.L.A., to B.T.U.C., London, and to the International Labour Association, Amsterdam. This brought forth an adjournment motion by Mr. Joshi in the Assembly to discuss the Lillooah situation, but the Honourable Sir George Rainy gave an assurance to Mr. Joshi that the union officials might have an interview with the agent so that the agent might solve the crisis accordingly. According to this assurance the president of the E. I. Railway Union, the general secretary and the workers waited upon the agent on a deputation with the following demands :—(1) Reinstatement of two discharged men of the " M " shop, or an open enquiry regarding their case ; (2) A 25 per cent. all round general increment ; (3) Minimum wages of Rs. 30 ; (4) Recognition of the union ; (5) Provision of quarters or in the alternative, house allowance at 20 per cent. of the men's salary ; (6) Payment for Sunday and other public holidays.

These terms were rejected by the agent except the recognition of the union. So the workers resolved to hold out till their grievances were removed and redressed. Again, on the 27th of March, a mass meeting of the workers was held, and it was resolved to see the agent in a body and demand the removal of their grievances. Accordingly, Mr. K. C. Mitra, the general secretary of the union and a few workers waited upon the agent, and demanded the solution of above-mentioned grievances. But again they were disappointed. After this the men returned to Howrah Maidan and there held a mass meeting, and explained the matter to the workers assembled there. After the meeting while the people were coming back to their respective houses, there was a clash with the police near the Bamungachi Bridge, and the latter and the railway officials began to fire on the unarmed mob without giving them any chance to disperse, or without giving warning before firing, or even without the orders of the magistrate, who was within 15 minutes reach, resulting in three being instantly killed and 35 wounded. The workers of the loco. traffic, block signalling, engineering departments, as also of Messrs. Jessop, Burn and Martin companies all went on a

sympathetic strike after this brutal murder; still the Government took no precautionary measures. Both the Indian and the Bengal Chambers of Commerce wired repeatedly to the Governor of Bengal and the Railway Board for appointment of a conciliation panel in order to settle the dispute. We quote His Excellency's exact telegram to the Indian Chamber of Commerce for the Commission's satisfaction.

"H.E. is deeply interested in present situation in strike area, but the railway strike is primarily the concern of the Railway Board, and H.E. is unable to refer this dispute to the Bengal Conciliation Panel. As regards the disputes between Jessops and Burn and their workers and Ludlow Jute workers, the conditions for appointing panel have not been fulfilled. H.E. receives daily report regarding the condition in the strike area, and is watching the situation keenly, and will not hesitate to return to Calcutta immediately he is satisfied that his presence will conduce in any way to the restoration of peace and goodwill."

There was another telegram by Mr. M. P. Gandhi, secretary of the Calcutta branch of the Indian Chambers of Commerce to the Railway Board, Simla, suggesting the use of the agency of the Bengal Conciliation Panel for dealing with the Lillooah strike. The following is his telegram:—

"The committee of the Indian Chamber of Commerce invite your attention to the extremely serious situation caused by the prolonged strike of the railway workmen at Lillooah. My committee requested His Excellency, the Governor of Bengal, to refer the Lillooah dispute for settlement to the Bengal Conciliation Panel, to which His Excellency replied on 1st May that the matter was the primary concern of Railway Board to utilize the agency of the Conciliation Panel appointed by Bengal Government to deal with industrial disputes in public utility services in Calcutta and its neighbourhood in absence of any other existing organization, and to refer to it the Lillooah dispute immediately in order to bring about an early termination of the strike, and to prevent breach of public peace and safety in the city of Calcutta."

In this connection we are to bring before the Commission that disinterested persons like Mr. C. F. Andrews also made an attempt to settle the dispute, and for that purpose he interviewed the agent, but never succeeded in arriving at a settlement. He was hopelessly disappointed. His letter to the press which appeared in the "Statesman," dated 6th May, 1928, and which is reproduced\* below, speaks for itself.

Mr. Citrine, the secretary of the British Trade Union Congress, also pressed the India Office hard for settlement of the Lillooah dispute. But the reply of the Railway Board was as follows:—"The Railway Board is not likely to favour any proposal to send the Lillooah dispute to a conciliation panel."

The local Government, the Central Government and the Railway Board none of them agreed to the appointment of conciliation panel. The Central Government rather deputed Mr. Rozars, I.C.S., to investigate into the work and to effect a reduction in staff in Lillooah workshop. This is the attitude of the Government concerned towards the down-trodden Indian employees, and such is the manifestation of sympathy of the Government towards the people.

The following communique was issued by the Government on 17th August on receipt of Mr. Rozar's report:—

The Government of India have now received the report of the officers who were recently deputed to make an investigation into the number of men required in future for the efficient and economical working of the East Indian Railway Carriage and Wagon Department at Lillooah, and if they found a substantial reduction in numbers necessary into the manner in which it should be carried out, and the steps to be taken to prevent avoidable hardship to the non-affected. The investigating officers have come to the conclusion that the work likely to be undertaken in the shop at Lillooah in future will not be sufficient to employ more than 9,000 men, and that consequently there should be a reduction of about 2,600 in the existing staff. At the same time it should be possible with due regard to economy to spread this reduction over a period of 20 months, so that the greater portion of it can be effected by a normal wastage, while places can be found for about 400 men whom it might otherwise be necessary to discharge, at the new East Indian Railway workshop at Tatanagar. The investigating officers recommend that volunteers should be called for the Tatanagar shops, and that those selected for transfer should be given a bonus of half a month's pay to cover the expense incidental on changing their homes.

By the adoption of these measures it may be possible to avoid any immediate reduction of staff, and there will not, in any event, remain any very considerable number of men for whom work can no longer be found at Lillooah. But the investigating officers recommended that if it is found necessary to dispense with the services of any of the men, discharges should be confined firstly to men who, having reached the age of 55, are already on extension and would consequently in any case shortly

be leaving the service of the railway with the accumulation to their credit in the provident fund, and secondly to men of not more than one year's service who should on discharge be given a bonus of a month's pay to support them while looking for other work.

The Government of India have accepted the recommendations of the investigating officer, and are authorizing the agent of the East Indian Railway to give effect to them as soon after the re-opening of the Lillooah shops as he considers desirable.

This is not the only instance in which Mr. Rozar, I.C.S., was deputed to make a saving in the railway by reducing the number of low paid staff, but whenever any dispute arises in railway workshop, he is at once engaged to recommend the reduction in the number of poor workshop employees to deprive them of the means of their livelihood, and in place of the poor workmen he recommends the appointment of European or Anglo-Indian supervising officers.

The enquiry conducted at Lillooah by Mr. Rozar was a purdah enquiry, as no representatives of the workers were allowed to represent their cause.

The result of Mr. Rozar's enquiry was a reduction of 2,600 Indian workmen, while provision was made for an extra production engineer and an Anglo-Indian train examiner, at a heavy monthly cost. So practically no economical saving was effected by the undertaking.

It would not be out of place to mention here that the recommendations of Mr. Rozar were not carried out in full, and no attempt was made to absorb men in vacancies or by sending some to fill posts at Tatanagar, but nearly all the redundant men have been discharged without any consideration of extra salary or gratuity, etc.

On the 10th July, 1928, the strike was called off, and the men resumed work.

During the strike at Lillooah, some correspondence took place between the Addl. Dt. Mg. of Howrah and the secretary of E. I. Railway Union, Lillooah. And as a result of the endeavour to settle terms to which both parties could agree, a deputation waited on the Addl. Dt. Mg., who told the deputation that the agent, E. I. Railway, had authorized him to assure the deputation that the strikers would be taken back into employment on due notice being given, and that there would be no victimization. After the strike came to an end, and when the men resumed work, 54 men were summarily dismissed. In their memorandum submitted to the Royal Commission on Labour, the E. I. Railway authorities sought to justify their action by alleging that these 54 men were responsible for the disturbance and the "lock-out." Now what of solemn assurance of the agent? Where is the constitutional procedure in which agent and the Government of India in their notification issued on the 3rd June, 1928 (attached to their report as Appendix B) asked the workers to ventilate their legitimate grievances? By summarily dismissing the 54 men, the agent has committed a breach of faith with the workers, and an act which is the very negation of constitutional procedure.

The actual cause that led to the dismissal of the 54 men is narrated below :—

Frequent complaints were made to the authorities of the existence of combination of the foremen, mistries and sirdars in the taking of the bribes and secret organizations for drawing authorized lotteries in the workshop. These 54 men took a leading part and manifested a grim determination for the exposure of how things were being done in the workshop. A departmental enquiry is still being made on the complaints of bribery against Foreman Low, Bhutnath Mistry No. 1 and Mechanic Narayan, Hiru and Kundu, Ahmed Bux, Baliram and Ashu, all of "M" shop. Of these, Baliram has been dismissed and Ashu had to retire as the result of the enquiry. These 54 men were eye-witnesses to the actual happening in the workshops, and some ugly exposures of the methods and practices.

With them the evidence against foreman, mistries and sirdars has disappeared, and in due time a report will be issued exonerating the culprits and stigmatizing the complaint as baseless and malicious. This is another sample of the constitutionalism which the agent advocates.

In connection with the dismissal of these men, the agent issued a notice on 6th August, 1928, a copy of which is attached as Appendix C to this report.

#### APPENDIX B.

##### COPY OF AGENT'S NOTICE, DATED 3rd JUNE, 1928.

The following is a copy of Communique issued by the Government of India on the 2nd June, 1928.

In view of reports which have reached them the Government of India find it necessary to announce that the action of the agent of the East Indian Railway in refusing the demands put forward by the staff of the Lillooah workshops has had

throughout, their authority and complete approval, and that neither the Government of India nor the Railway Board will be prepared to authorize any concessions to men as an inducement to resume work.

In making this announcement the Government of India wish it to be understood that they in no way desire to prevent ventilation in a legitimate way of any grievances which the men may wish to represent with a view to their speedy investigation. On the contrary, in accordance with the policy already put in force on the Great Indian Peninsula Railway and Bengal Nagpur Railway, the agent of the East Indian Railway has arranged to open an employment department at the Lillooah workshops under the charge of a specially selected officer who will be generally responsible for the interest and well being of the workmen and whose duty it will be to see that prompt and careful consideration is given to any request made in constitutional manner by the men when they return to work.

### APPENDIX C.

Copy of Agent's Notice to Lillooah Workshop Staff, dated 6th August, 1928.

With the full authority and approval of the Government of India I have the following announcements :—

1. Owing to the gross disturbance which they created in the Lillooah workshops on Monday, the 30th July, the men whose names are given in the attached list are dismissed from the service of the East Indian Railway. They will be paid all amounts due to them on application.

2. The Lillooah workshops will be re-opened on Wednesday the 8th of August.

3. I have considered the following eight requests made to me in a letter from the workmen, dated the 31st of July, 1928 :—

- (i) Payment of wages for the lock out period.
  - (ii) Minimum salary to be fixed at Rs. 30 per mensem.
  - (iii) A general increment of 25 per cent. in wages.
  - (iv) Provision of quarters or, in lieu thereof, house allowance of 20 per cent. of salary.
  - (v) Payment for Sundays and other public holidays.
  - (vi) No victimization in any strike area.
- The dismissed hands at Ondal, Asansol and the engineering department of the Howrah division to be all taken back in seven days.
- (vii) Fifteen days' casual leave, one month's privilege leave and one month's sick leave in one year with full pay.
  - (viii) Recognition of the union (by which the East Indian Railway Union [Khagul] ) is understood.

Before the recent strike ended I had already given an assurance that there would be no victimization and I repeat that assurance. I have also already given an undertaking that the men who were dismissed at Ondal and Asansol will be re-engaged as vacancies occur, and I understand that already about two hundred of these men have been re-engaged. With these two above exceptions, I now announce after consultation with the Government of India that all the remaining requests are rejected.

At the same time, however, I take this opportunity of advising the workshop staff that in accordance with the promise made by me in my printed notification of the 6th March I have made an investigation of the pay of certain classes of staff in the Lillooah workshops and of the staff employed in workshops in Calcutta and its vicinity, and I am pleased to announce the following improvements in the daily scales of pay of the undermentioned grades at Lillooah :—

Existing Daily Rates.				New Daily Rates.	
Coolies	..	..	9-1-11 annas.	10½-1-11½	annas.
Strikers	..	..	10-1-11 "	12 -1-13	"
Point Shops Rubbers			10-1-11 "	12 -1-13	"

The new rates will be brought into force with effect from the 1st instant.

I am also pleased to announce that with the approval of the Railway Board I am arranging for an enquiry to be held into the housing conditions of the workshop staff at Lillooah with a view of seeing if and how these conditions can be improved.

I think it advisable that the workshop staff should know the action I propose to take should there be any further disorder in the workshop after they have been re-opened. In such an event the action taken will be as follows :—

- (i) Anyone returning to work in the shops and subsequently found creating a disturbance or inciting others to stop work will be immediately dismissed.
- (ii) If there is any general disturbance or stoppage of work in the shops, the shops will be closed for at least one month.

In conclusion, I wish to announce that the resignation of any individual employee in the Lillooah workshops who does not desire to remain in the service of the East Indian Railway under these conditions will be accepted and his immediate settlement will be arranged. I also announce that all men at present on the workshop rolls who do not return to work by the 15th instant will be considered to have resigned the service and their settlement will be made on application.

## THE GENERAL SECRETARY, EAST INDIAN RAILWAY EMPLOYEES' UNION, LUCKNOW.

### I.—Recruitment.

The present method of recruitments in the E. I. Railway workshops is most defective and is not based on any fixed principle. It depends entirely on favouritism, or personal influence, or on other things. The applicants capacity or quality of work is not taken into consideration.

It is suggested that there ought to be a committee or a board for recruitment consisting of not less than three members. As a rule there ought to be five members. The applicants ought to be examined about their work and only then their pay ought to be fixed at the time of admission.

There is great unemployment prevailing here. This has become acute because lately many men have been brought under reduction. This reduction was not based on any just or proper rules. The impression produced on the workmen was that only high paid workers were brought under reduction. The other impression was that only those persons were brought under reduction who would have completed 15 years service, and consequently the railway authorities would have had to give bonus. Some have been taken back in the employment, but on low wages. This has caused a great discontentment among the workers.

At the time of recruitment the claims of old workmen are not at all taken into consideration, but absolutely new raw hands are taken in who do not have any knowledge of the works and thereby railway authorities lose more in the end rather than gain.

### III.—Housing.

At present there is no provision for housing for any of the workmen employed in locomotive and carriage workshops. The workmen themselves arrange for their housing in the city of Lucknow or in the neighbouring villages. Government provides absolutely no accommodation for their housing. Railway authorities do not give any facilities for acquisition of land for worker's houses. Chargemen and foremen of these workshops are provided with quarters. The workmen have been agitating for long for their housing accommodation, but up till now the railway authorities have done nothing towards it.

Some of the workers of the running shed are provided with quarters but they are very unhealthy and are not sanitary. There is no water and electric supply in these quarters. The sanitary arrangements are very defective.

### IV.—Health.

General health and physique of the workmen is very poor. Their income is so little that they cannot have enough and nourishing food for themselves.

There are no medical facilities provided for the workmen. There is one hospital in charge of a doctor, but the chief business of the doctor is to give medical certificates for the purposes of leave. There are over 10,000 workmen both in the locomotive and carriage workshops, and the doctor in charge of the hospital pays no attention to the ailments of workmen. The workmen prefer to be treated by other doctors because they receive greater attention from them. There are no women doctors or trained

midwives or "dais" as at present there is no arrangement of lady doctors and consequently the workers derive no advantages. They would like to consult lady doctors and would utilize the services of trained midwives or "dais" if the railway authorities provide for them.

In the workshops the sanitary arrangements are very defective. There are not enough latrines for the use of the workmen, and even those which are, are not cleaned and kept properly. They are hardly fit to be used. Besides this, they are not of the latest model. For all the shops there is one arrangement of latrines at one place. This is neither sufficient nor convenient to the workmen. There ought to be latrines for the workmen attached to every shop. There are no arrangements for washing and bathing of the workmen in the workshops. The arrangement in the workshops is very defective. Great difficulties are experienced in the hot weather. In certain shops there are merely taps, the workmen have to drink tap water even in hot weather when the water coming out of taps is luke-warm. There is no arrangement for storing water for purposes of drinking.

The workmen suffer from all kinds of diseases, and even in epidemic times the railway authorities take no steps whatsoever. Only this year the malaria has been very bad in the town of Lucknow and neighbouring villages and the workmen have suffered very much from it, but the railway authorities have taken no steps whatsoever. They have not even distributed quinine to the workmen. The same is the case at the time of cholera or other epidemics.

There is no system of sickness insurance or maternity benefit existing here. The workmen would very much like these systems to be introduced and would utilize them if they are introduced.

#### V.—Welfare.

There is a welfare committee started by the railway authorities. It is not yet fully organized and is also defective in many other ways. The representation to that committee must be by election and not by nomination as is done at present.

This union looks after the welfare of the workmen but the union officers are very much handicapped as they are not allowed to correspond directly with the workshops managers, and consequently many difficulties are created in the working of the union. The union office bearers are allowed to correspond directly only with the agent. In small matters it becomes very difficult for the union office bearers to refer the matter to the agent. Railway welfare committee has recently started a football team and this team plays football matches. The general workmen do not derive any benefit from it and the general workmen are not allowed to play for their amusements. Besides this, there is no other arrangement for any kind of amusement or recreation for the workmen. The funds for this football team are met out of the Fine fund. The welfare committee is neither in charge nor looks after the refreshment or shelter for the workmen. The railway welfare committee has not been a success as it is controlled and managed by the officials. These committees are not at all popular.

#### VI.—Education.

Railway authorities give absolutely no facilities to the education of the adult workers or part-time workers. The education of the workers' children is absolutely uncared for by the railway authorities. There are no facilities of any kind whatsoever for the education of the children of the workmen. Owing to this neglect on the part of the railway authorities, the workmen cannot look after the education of their children and have to spend much more money than they can possibly afford. The railway workmen would be only too glad to utilize the facilities afforded to them. If in the shape of night schools some education is given to the workmen then both the railway authorities and the workmen will benefit by it.

#### VII.—Safety.

All kinds of precautionary methods are not taken by the railway authorities to protect the workmen from accidents as far as it is practicable. The arrangements for the first aid and medical relief are very defective. The officials do not pay much attention towards it.

#### VIII.—Workmen's Compensation.

The Workmen's Compensation Act is in force here, but it is applied very strictly, and every opportunity is availed of by the officials to escape from its consequences. Sometimes great delays take place in making payment to their relatives or heirs of the deceased.

### IX.—Hours.

The number of hours a workman has to work are 8½ hours a day or 48 hours a week. These are normal working hours according to agreement. Twelve hours overtime is allowed in a week, but often it so happens that 60 hours work is taken in four or five days, and then forced leave is given to them for a day or two. The times of working are from 6.30 a.m. to 11 a.m., and then an interval of an hour. They begin work again at 12 and continue up to 4 p.m. These are the working periods in the carriage workshop. In the locomotive workshop the work begins from 6.30 a.m. up to 11 a.m. with an interval of an hour and a half. They begin work again at 12.30 p.m. and finish it at 4.30 p.m. On Saturday the work begins at 6.30 a.m. and ends at 12 o'clock. On Sundays they are given a holiday and those who work are paid overtime.

The list of holidays is quite satisfactory and the workmen are quite satisfied with it.

### XII.—Wages.

Foremen, chargemen and journeymen are paid monthly. All others are paid according to daily wages. There are six grades in all:—(a) grade consists of mistries and their wages range between Rs. 2-7 annas and Rs. 3-6 annas; (b) grade consists of workmen and their wages range between Re 1-10 annas and Rs. 2-4 annas; (c) grade consists of workmen Re 1 to Re 1-12 annas; (d) grade consists of workmen from 10 annas to 15 annas; (e) grade consists of coolies from 9 annas to As. 11-4 pies; (f) grade consists of boys only getting between As. 5-4 pies to As. 7-4 pies.

Besides these there is a special grade of mistries and their wages range between Rs. 3-10 annas and Rs. 4-10 annas.

The methods of payment for overtime work is according to the rate of their daily wages, i.e., for 8 hours overwork they are paid a day's extra wage.

The amount collected out of the fines is called Find Fund. This fund is utilized by the European institute. The entire benefit of this goes to Europeans and Anglo-Indians. Indian workers derive no benefit out of this fund except as already mentioned a very small amount is spent in the football team. This racial distinction is very objectionable and ought to be abolished. There ought to be an institute for the enjoyment and recreation of the Indians also.

The payments here are made monthly between the 6th and 10th of every month. The workmen would prefer to get monthly pay rather than daily wages.

Most of the workmen are indebted. More than 75 per cent. of the workmen are in debt and a greater portion of their income goes towards the payment of interest alone. The money lenders advance money to those poor workmen at a very high rate of interest. Special efforts are to be made to remove this indebtedness of the workmen. Money lenders ought to be stopped lending money at a high rate of interest to these workmen.

One month's pay in a year is deducted in case of monthly paid men towards their provident fund and two days' pay in a month is deducted out of the wages of daily paid workmen. The same amount is given by the railway authorities as their contribution. There is no other scheme besides this.

Daily paid workmen get 15 days' casual leave in a year. Monthly paid men get 15 days' casual leave, and one month's privilege leave. The workmen utilize these leaves fully but the foremen do not like it and try to throw obstacles in the way of workmen.

### XIV.—Trade Combinations.

Trade union work in the whole of India and especially in these provinces is yet in its infancy. This union has been in existence for just over ten years although during this period it has twice changed its name and also to some extent its policy. Union has control over its members but the sense of organization and discipline is not yet fully engrained in them. In the working of this union great obstacles are thrown by the railway officials who do not favour the existence of such unions. It is only recently that these Unions have been recognized. No facilities whatsoever are given by the railway authorities to the union officials.

### XV.—Industrial Disputes.

At present there is no conciliation or arbitration in existence here. There ought to be a conciliation or arbitration board for settling the disputes between the workmen and the railway authorities. This board should consist of at least seven men, of whom three must be representatives of the workmen and three representatives of the railway, and the seventh man should be an outsider neither belonging to the cause of workmen nor to the railway.

MR. J. C. MITTER, GENERAL SECRETARY, EAST INDIAN RAILWAY UNION, KHAGAUL.

### I.—Recruitment.

3 (i) There is no definite system of recruitment of workers for the different departments of the E.I. Railway. There is no employment agency, but recruitment of staff rests entirely in the hands of departmental officers. No examination or test is held to judge the merits or demerits of the candidates and their qualifications academic or technical, theoretical or practical are not taken into consideration except in the recruitment of workshop apprentices. When vacancies occur in the different departments of the railway, from time to time, outsiders are appointed by the departmental officers on the recommendations of influential persons, with the result that the right type of men get no chance of getting jobs on the railway however qualified or trained they may be. This leads to corruption and bribery amongst the recruiting officers who are given unrestricted liberty to recruit staff. In workshops and labour centres a large number of workers are dismissed from service every year on flimsy ground and untrained outsiders are appointed in their place. It is alleged that candidates for appointment are required to spend money for securing even temporary jobs.

(ii) To eradicate deep-rooted corruption on the railway, it is desirable that staff should be engaged not more than twice a year by a committee composed of high officials and subordinate officer of the railway, with a non-official chairman, preferably a representative of the local university, in each division for all departments. Competitive examinations should be held at each centre, and successful candidates should be appointed to suitable posts, irrespective of caste, colour or creed. A certain percentage of posts, say 25 per cent, may be kept reserved for sons and dependents of railway employees. In case of unskilled workmen and illiterate labourers, where such examination is not possible, a selection committee consisting of divisional and departmental officers should be formed for recruitment of such workmen, once or twice a year. Subordinate officers must not be given powers to engage staff from time to time as at present.

7 (i) Unemployment is very acute amongst all classes of workers, particularly amongst the educated middle class Indians

(ii) (a) On account of introduction of improved machinery, the services of 2,600 workmen of Lillooah workshop were dispensed with after the last strike. A large number of workmen engaged in workshops as well as for construction and maintenance of permanent way are also dismissed every year.

Dismissal of individual workers is resorted to very frequently by the executive officers, on the strength of "Service Agreement". Thousands of workers of all departments are thus dismissed and discharged from service every year for reasons unknown to them. This is a scandal on E.I. Railway, and it impairs the smooth working of the railway as well as the efficiency of the workers, who remain constantly in dread of losing their bread, and try to please their supervising officers by questionable means. The dismissed workers fail to secure jobs elsewhere in advanced age and they increase unemployment in the country every year.

(iii) If retrenchment on a large scale is considered necessary at any time, arrangements should be made with other railways and also with local industries to provide the retrenched workers with suitable appointments as far as practicable, and they should be given every facility to secure jobs elsewhere. They should also be reinstated when vacancies occur in future.

Discharge and dismissal of individual workers in terms of "Service Agreement" should be entirely stopped. The administration have undoubtedly the right to dismiss workers who commit fraud, misappropriation of money or misconduct, but in each and every case their offence should be clearly stated and they must be given an opportunity to prove their innocence.

A few cases of wrongful dismissal are mentioned in this report—*Vis.\** Appendix (A).

### II.—Staff Organization.

10. The agent of the railway is the chief administrative officer under the control of the railway board. Before the State took over the management of the railway, there were mainly seven departments, namely: traffic, engineering, loco., commercial, accounts, medical and stores, each in charge of a chief executive officer with administrative functions under the control of the agent. There were 7 districts each in charge of district officers for executive work of traffic, loco., engineering and

\* Not printed.



medical departments. After the transfer of the railway to the management of the State these districts have been abolished, and in their place four divisions have been established, excluding two on the Oudh and Rohilkhand Railway, which has been amalgamated with the E.I. Railway. This reorganization of the railway has been called "divisional system of working." The purposes of the introduction of this new system of working are not understood. It was declared that it would effect economy, for which a retrenchment officer was engaged and under his scheme (called the Hazeltine scheme) over 25 per cent. office clerks and some office peons were brought under reduction, but the number of highly paid supervising officers was increased by about 100 per cent. Apart from the question of increase in the cost of supervision, the new system of working has considerably increased the miseries of the workers. The office staff are overworked. They are required to work extra hours as well as on Sundays and gazetted holidays without any allowance. The needs and requirements of the line and running staff do not receive prompt attention in divisional offices on account of insufficient clerical staff.

Each division is in charge of a divisional superintendent who is supposed to control the working of all the important departments, namely: traffic, engineering loco., carriage and wagon, and commercial, but these divisional superintendents have no practical knowledge or experience of work in more than one department. Consequently, they have to depend entirely on the departmental officers working under them, who are of the rank of old district officers of the railway. The control of the divisional superintendents over the departmental superintendents is therefore nominal. It is supposed that the divisional superintendents have executive as well as administrative functions, and the agent has delegated some of his powers to them. If so then, the huge expenditure for the maintenance of the office of the chief departmental officers, namely, the chief operating superintendent, chief engineer, chief mechanical engineer and chief commercial manager with their innumerable deputies, personal assistants and office clerks becomes unnecessary. It is believed by the workers of the railway, that these chief officers act merely as connecting links between the agent and the divisional officers and their functions are comparable to those of the "Post offices." Consequent upon the abolition of the old districts and the transfer of the district officers to divisional headquarters, the length of the line which the divisional officers are required to supervise has been doubled. The "personal touch" of the high officials with the workers of which we hear so much in railway conference, is impracticable if not absurd, under the existing conditions. It is inconceivable that divisional officers could come in "personal touch" with the workers three hundred miles away. The gulf between the officers and the workers is too wide to be bridged. The officers are gods above, unknown and unseen by the rank and file. We have information that on many occasions the workers have been taken to task for not showing "respect" to the officers when they meet them accidentally but fail to recognize them.

11. The agent and the heads of departments constitute the "Managing Staff" of the railway. In regard to divisional superintendents it is difficult to say whether they are to be considered "Managing Staff" or are to be put under the category of "Superior Supervising Staff." They are all gazetted officers and are appointed by the railway board. The selection is made from amongst the junior officers of State railways. The selection does not depend on seniority or merit only, but considerably on the influence of the candidates over the members of the railway board.

12. Superior supervising staff are appointed by the railway board, and subordinate supervising staff by the heads of departments. There is a training school at Chandausi for the training of subordinate officers of the operating department while the subordinate officers of the engineering department are trained in Jamalpur workshop. These subordinate officers are designated as "Inspectors." Except in the engineering department, where technical qualifications are indispensable, there is not a single Indian inspector on E.I.R. In the transportation department, a large number of Indian station masters, assistant station masters and other classes of workers have received thorough training in Chandausi school and have creditably passed the final examination, but all of them are rotting in the lower grade. There is not a single "A" class station master or transportation, commercial or loco. inspector or foreman on the East Indian Railway. The disabilities under which the Indians work can be gauged from the fact that when Anglo-Indian station masters are granted leave even for a short period, the senior assistant station masters are not allowed to act in their place, but Anglo-Indian guards are brought from outside to work as station masters for the time being. It will be amusing to record that an Indian was the Governor of Bihar not very long ago, but in view of the policy of the railway administration in regard to Indianization of services, I can unhesitatingly say that there is no chance of an Indian being appointed as station master of Patna within the next hundred years.

(ii) There are absolutely no arrangements for the training and promotion of workmen for higher posts. No workman has any chance for promotion in his life time.

13. (i) The relation between the supervising staff and rank and file is most unsatisfactory. The supervising staff have absolutely no sympathy for the workers and the latter have no confidence in the former.

(iii) After the last strike the administration formed a welfare committee, but the workers have no confidence in these committees and they take no interest. These committees were formed for the purpose of killing the trade union movement of the workers and not for doing any good to them.

(iv) There are no works or industrial councils on this railway.

### III.—Housing.

16. (i) All supervising officers have been provided with quarters but no arrangements have been made for housing accommodation of the subordinate Indian staff. Even in divisional headquarters not more than 25 per cent. of the workers are provided with railway quarters. At railway stations only the staff connected with the running of trains such as station masters, assistant station masters, signalmen and pointmen are given quarters. Over 25,000 workmen are employed in Jamalpur and Lilloah workshops, but no quarters have been built by the railway for the accommodation of these men.

(iii) No landlord has built any house for housing railway employees. Private rented houses are available at divisional headquarters and other important stations but the rent of such houses is too high for the low paid workers who are compelled to live in insanitary houses, in dirty and unhealthy parts of the town.

(iv) Workers cannot build dwelling houses due to (1) want of funds, (2) transferable service, and (3) insecurity of service.

17. There are no facilities for acquisition of land. On the contrary, building of houses by workers themselves is discouraged by the administration. Loans are not granted for such purposes, and if any workers erect a small shed in his quarters to serve as kitchen or cow shed at his own cost it is immediately dismantled and he is severely punished.

18. The supervising officers are provided with palatial buildings containing spacious rooms, outhouses, servants' quarters, garden, etc. These houses are fitted with electric light, fans, water taps and other equipment. The quarters of the subordinate supervising officers as well as of European and Anglo-Indian workers, such as guards and drivers are also of a similar type, though a little smaller.

The limited number of quarters built for the accommodation of Indian workers contain two small rooms and one kitchen without any compound, electric light or water taps. Several quarters are built in one block. The doors and windows are small. The quarters of the skilled and unskilled workers which are called "menial type quarters" consist of one small room with only one window on one side only, without any kitchen and latrine. Each block consists of about 10 to 20 rooms on both sides. The quarters for superior Indian workers are classified as "junior type" and "senior type." The junior type quarters consist of two rooms or rather one room with an intervening wall and a door in the middle. The new type quarters have, however, a verandah and each room has a separate door. The "senior type quarters" consist of three rooms and in other respects they are similar to junior type. These quarters are not provided with water taps or well. One well or tap outside is intended for the occupants of 20 to 40 quarters.

It will be interesting to note that these types of quarters were considered suitable for the Indian staff over a century ago when the East Indian Railway was inaugurated in India. During the last one hundred years great improvements have been made in all matters concerning the working of the railway but the quarters for Indian workers remain as they were one hundred years ago.

(iii) Electric light is supplied to quarters of the supervising staff and Anglo-Indian workers generally. It has been persistently refused to Indian workers, although they are willing to bear all cost. The system of drainage is extremely unsatisfactory. Filthy water accumulates in drains close to the quarters of the workers, and no arrangement is made to clean the drains properly even during epidemics. There are sanitary inspectors and conservancy staff at almost all important stations, but they do not serve any useful purpose.

There is no arrangement for supply of pure drinking water to staff quarters. During the hot season the wells dry up and the workers are compelled to use dirty water for drinking purposes. The scarcity of water at Asansol, Moghalsarai and Gomoh requires special mention.

19. The insufficient and limited number of quarters are fully utilized by the workers. They do not remain vacant even for a day. When quarters are found vacant due to retirement of the occupants or for other reasons hundreds of workers apply for accommodation in these quarters.

20. The rent charged from the occupants of railway quarters is either 5 per cent. of the cost of the quarters per year or one-ninth of the salary of the occupants. It may be noted in this connection that railway administration gives house allowance of Rs. 3 per month only in lieu of quarters to those workers who are entitled to rent-free quarters, irrespective of their salary or nature of duties. The workers consider this a fraud committed on them by the railway administration.

#### IV.—Health.

24. (i) There are railway hospitals in the divisional headquarters and some other big stations in charge of district medical officers assisted by one or two sub-assistant surgeons. There are also smaller hospitals at several stations in charge of assistant or sub-assistant surgeons. The number of subordinate railway doctors is not sufficient to meet the requirements of the workers. The workers are compelled to attend hospitals during sickness not merely for treatment but for the satisfaction of the medical officers that they are really unable to work. If they fail to attend hospital, their names are removed from sick list and their absence from duty is treated as leave without pay even if they produce certificates from qualified and registered private doctors to the effect that they are unable to attend hospital due to serious illness or weakness. Even certificates from civil surgeons are not accepted by the railway authorities. The hospitals remain crowded with patients every day and the workers have to wait for three or four hours or even up to midday until the doctor gets time to examine them.

There is no separate room for the patients to take rest. Only one or two benches are kept in the verandah of the hospitals which cannot accommodate a large number of patients who attend hospitals every day and consequently they are compelled to squat on the floor all the time. The hospitals are not fully equipped and frequently they fall short of necessary medicines. Some time ago, a worker who had undergone operation of abscess in Buxar hospital was asked to purchase Iodoform gauze which could not be supplied from the hospital. For want of time the doctors cannot properly diagnose disease of the workers and cannot prescribe medicine suitable to individual case. They simply write out nomenclature of stereotyped prescription meant for the nature of illness from which the patients are believed to be suffering.

The treatment meted out to unskilled workmen and illiterate labourers is simply inhuman. When they attend hospital for medicine no care is taken for them and they are roughly handled. The workmen have no confidence in hospitals and for indifferent treatment, they believe, due to their ignorance, that medicine supplied by the hospital will be injurious to their health instead of curing their disease. Hence they attend hospitals merely to secure certificates but for their treatment they consult private doctors.

Railway hospitals cannot therefore be considered as a place for treatment of the workers, but as an office for the registration of their names on the "sick list" and also to declare them fit or unfit for service.

The departmental officers exercise sufficient control over the medical officers. If any worker remains on the sick list for several days continuously the medical officer is pressed to send him back to work. The workers are thus compelled to resume duties before they regain sufficient strength after illness. In case of protracted illness, the workers are declared unfit for further service.

A large number of able-bodied workers are thus deprived of their bread due to callousness of medical officers before attaining age limit and even in young age.

**Eyesight Test.**—Workers who are connected with the running of trains are required to pass eyesight test from time to time. Since the transfer of the railway to the management of the State, unnecessary strictness is observed in the examination of eyesight of the staff. Both eyes are examined separately and hurriedly. After one eye is examined by pressing the other, no time is allowed for examination of the second eye with the result that the workers usually fail in the test due to shock received in the optical nerves. Eyesight is not tested by eye specialists but by the medical officers of the railways in a careless way. Sometime ago an instrument was introduced in the Jamalpur hospital for examination of eyesight of the workers and about 100 workers, including the medical officer himself, failed in the test. The workers are required to read small letters and count small dots from a long distance and pick up wool from varieties of coloured wool kept together. The slightest mistake in counting or reading or in picking up wool renders the worker unfit for service and no more chance is given to him for passing eyesight examination. It is

doubtful whether reading of small letters, counting small dots and picking up coloured wool can correctly determine the vision of the workers in regard to their performance of duty and inspection of signals and light. It is also questionable if a little defect in one eye can make the worker entirely unfit for work. Men below the age of forty are not allowed to use glasses under State railway rules although it was admissible during the management of E.I. Railway Company. On account of this difference in the rules, a large number of workers below the age of 40 who were working satisfactorily with glasses for many years have been declared unfit for service under the State. It will be interesting to record in this connection that the gazetted officers of the engineering, locomotive and other departments who are supposed to inspect signals and light during their inspection of the line are not required to appear before medical officers for examination of their eyesight.

It is contended that the railway administration being responsible for the safety of railway passengers must be very particular in regard to eyesight of the workers who are connected with running and working of trains. If this view of the railway administration is accepted as bona fide, the workers' point of view should not be entirely ignored as it is done now. Continuous night work for many years without rest or leave, weakens the eyesight of the workers and it is the sacred duty of the railway administration to provide such workers with suitable appointment without any reduction of pay and allowance. Unfortunately the workers who are declared unfit for service for defective eyesight are either discharged from service or appointed to lower posts carrying less pay. Glaring racial discrimination exists in this respect. Anglo-Indian workers if found unfit for train passing work, are appointed to higher post while Indians are either kicked out or shifted to lower post on reduced pay—*Visd.\** Appendix "C."

At small stations there are absolutely no arrangements for medical aid of the workers. There are many stations from which the nearest railway hospital is 30 or 40 miles away. The workers of these stations are expected to travel all the way for medical aid.

(ii) and (iii) The question does not arise because non-railway medical aid is not recognised by the railway so far as leave to workers is concerned.

(iv) There is no woman doctor, midwife or dai on the E.I. Railway. In some of the railway hospitals there are nurses whose services are utilized exclusively for European and Anglo-Indian indoor patients. In cases of Indian indoor patients, sweepers do the work of nurses.

#### V.—Welfare.

36. (i) and (ii) There are schools at stations where there are loco. sheds for teaching Hindi and Urdu to illiterate workers of the loco. department only. There are no such schools for the education of other classes of workers.

(iii) There are about half a dozen high English schools at certain stations aided by the railway. Children of railway employees are educated in these schools but they are not given any special facilities. There is no girls school or primary school for boys. Some time ago two primary schools were started by the employees themselves, one at Jamalpur and another at Dinapore but the railway authorities refused to sanction grant-in-aid in spite of the recommendations of divisional superintendents. There is no arrangement for the education of the children of Indian workers at any station except the few high schools mentioned above where only a limited number of grown up boys can be admitted. For Anglo-Indian boys and girls there are primary schools at all important stations.

#### IX.—Hours.

73. (i) All classes of workers are supposed to work eight hours per day but as a matter of fact, 90 per cent. of the workers are required to work continuously for 10 to 12 hours and even for 16 hours in cases of emergency when some of the staff report sick. In cases of sickness, considerable delay occurs in sending relieving hands with the result that other workers of the stations are compelled to perform "double duties" without any remuneration or overtime allowance. Pointsman and other classes of unskilled workers are required to work 16 hours a day with eight hours' interval, i.e., after eight hours' work they get eight hours' rest. Fitters of block signal department are "24 hours servants" in the truest sense of the word. They have no fixed hours of duty. They are expected to work any time during day and night at headquarters and also at out-stations for which they are not given any allowance. Guards, drivers and other classes of running staff working goods trains work eight to ten hours continuously from their headquarters to their destination usually,

where they get rest for three or four hours after which they have to work again to come back to their headquarters. Thus practically they have to work 16 to 20 hours in a day. At headquarters they are given rest for 11 hours, but they are called for duty two hours earlier, even at dead of night, which disturbs their rest.

74. Seven days per week though not 365 days in a year.—Station staff get a day's rest in the third week, but they have to pay the price of the rest, performing "double duty" in the previous two weeks.

The workers cannot get leave privileged or casual when necessary. Instances can be cited when leave has been refused to workers even after the death of their children. When they apply for leave it is of course granted, on paper, but they are told that they will be spared in "due course" but as a matter of fact their turn does not come even after the expiry of one year from the date of sanction of their leave. If the worker reports sick for a single day after leave has been granted to him, but before he has been spared, the leave is cancelled and he is required to submit a fresh application. Thus his name comes at the bottom of the list of applicants for leave.

## XII.—Wages.

96. Prevailing rates of wages of all classes of workers on East Indian railway are disgracefully low. The minimum wages of unskilled workmen such as gangmen employed for maintenance and construction of permanent way are Rs. 10 per month which rise up to a maximum of Rs. 14 per month, with an annual increase of eight annas. The minimum wages of certain classes of unskilled workers are a little higher, but no workman gets more than Rs. 16 or Rs. 18 per month in his lifetime. Even the wages of pointsmen, signalmen and other workmen who perform very responsible duties affecting the safety of railway passengers are not given higher wages than those fixed for the unskilled and semi-skilled workmen.

Brain workers including clerical staff, start on Rs. 28 and rise up to Rs. 60. Certain classes of workers rise up to Rs. 80, but their number is very small. Broadly speaking, Rs. 28 is the minimum and Rs. 60 the maximum pay of brain workers on E.I.R. They reach the maximum within 10 or 12 years and during the rest of their service they do not get any increase under any circumstances. They are not given any lift to higher grade and are not promoted to higher posts even if they qualify themselves for such appointments. An Indian assistant station master starts on Rs. 40 after passing departmental examination in signalling and several other subjects. They rise up to Rs. 76 and many years after reaching the maximum they are appointed as station masters on Rs. 80 which is the minimum and maximum salary fixed for 99 per cent. Indian station masters. Few Indian station masters are in grade up to Rs. 120 and fewer up to Rs. 170, but their number can be counted at finger's end. This nominal difference of Rs. 4 between the salary of station masters and assistant station masters caused discontent among the station masters, and as a result of their agitation, the maximum salary of the assistant station masters has lately been reduced to Rs. 68. The maximum wages of all classes of workers have also been similarly reduced. The maximum salary of clerical staff has been reduced from Rs. 80 to Rs. 52 and the rate of annual increment has been reduced from Rs. 4 to Rs. 3. This all round reduction of wages has been done under "Revised Gradation" (*vide* Appendix B\*) to meet the demand of Indian workers for "living wages." No other railway managed by the State or company has made such reductions, but the premier railway in India has taken the lead and in all probability other railways will follow suit sooner or later. At the present time it is being tried as an experiment and if it succeeds other railways will not be slow to effect such economy.

The office staff of Dinapore have submitted a representation to the Government protesting against such reduction of wages and suggesting better scales of pay to meet their necessities in life. The workers are anxiously waiting for the result of their representation.

Indian controllers are all in "B" grade. They start on Rs. 85 and rise up to Rs. 155, while Anglo-Indian controllers start on Rs. 300 and rise up to Rs. 400, although both classes of workers do the same work and have the same responsibilities. Lately one or two Indian controllers have been allowed to act in "A" grade temporarily, but none of them has been confirmed in "A" grade up till now. Lately there was a permanent vacancy in "A" grade at Dinapore which has been filled up by an Anglo-Indian guard in supersession of the claims of several qualified and experienced Indian controllers who have served the railway for a quarter of a century faithfully and efficiently.

*Guards.*—Indian guards are appointed on Rs. 45 in "B" grade and Anglo-Indian on Rs. 105 in "A" grade. There is no Anglo-Indian guard in "B" grade on this railway. After three years continuous agitation several "B" class Indian guards have been promoted to "A" grade. Three or four Indians have been appointed direct to "A" grade in Asansol divisions not for any academical or departmental qualifications but in consideration of their relationship with influential officers of the railway. In this connection it may be stated that promotion of staff does not depend on seniority or merit but purely on the personal favour of our departmental officers. A few months ago two guards at Gaya station were selected for promotion to the higher grade and letters were actually issued to them by the transportation superintendent, but, shortly after that officer retired from service and his successor declared these guards as unsuitable for promotion without calling them for interview even as a formality. Another instance may be cited when an assistant station master of Dinapore division was considered unsuitable for appointment as a "B" class guard by one officer, but within six months he was appointed as an "A" class guard by another officer. Workers of E.I. Railway can get a lift to higher grade if they can please their "Boss" by questionable means. Period of service or qualifications are never taken into consideration.

102. Sunday allowance is given to certain classes of supervising staff, but not to subordinate workers except European and Anglo-Indian guards. The Indian guards are not given such allowance. This is a glaring instance of existence of racial discrimination on E.I. Railway.

106. (i) The system of fining workers is one of their main grievances. Heavy fines are imposed on ill paid workers for trifling mistakes. Sometimes the amount of fine exceeds 25 per cent. of the wages of the workers who commit any error in the course of their duties.

The officers who thus deprive the starving workers of a part of their hard-earned wages exhibit callousness towards the distress of the workers. On many occasions innocent persons are fined but no appeal is heard against such wrongful deduction of wages. The sheer indifference of the supervising staff towards the system of punishing workers may be gauged from the fact that cyclo-styled letters are sent to the "accused" persons informing them that they are fined for the offence or mistake alleged to have been committed by them, pending "satisfactory explanation". When explanation is submitted it is of course consigned to the "waste paper baskets".

It is, however, to be noted that as a result of vigorous agitation by the union through its official organ, the system of fining has been improved and a more liberal view is now taken. The amount of fines imposed on the workers has been considerably reduced during the current year, particularly in Dinapore division where the head office of the union is located, but to effect this improvement the union had to fight vigorously and criticise the action of the officers concerned in a strong language.

(ii) Debit is raised against commercial and other staff who deal with the public for "undercharge", for payment of claims made to the public, for loss or damage done to goods also for other reasons. Heavy deductions are thus made from the salary of the workers every month.

(iii) Fines are utilized for the amusement and recreation of the higher class of staff and not for the benefit of the workers who contribute largely to the Fine fund. The lion's share of the money thus earned by the railway goes to the institutes maintained for the amusement of European and Anglo-Indian staff. The workers demand a part of the fine realized from them for the education of their children but their request is not complied with. The account of the money realized from Indian and non-Indian staff, as well as unskilled workers, should be separately kept and the accumulated funds should be spent for the benefits of these three classes of workers, according to their contributions.

(iv) It is desirable that Government should have control over the system of fining staff of State railway workers. No employee should be fined except for misconduct or wilful neglect of duty causing loss or damage to the industry, and the amount of fine should not ordinarily be more than 1 per cent. of the wages of the workers.

107. Wages of the workers are ordinarily paid in the first week of the month and by the middle of the month wages of all classes of workers are paid. There is a separate department for the payment of staff under the supervision of the treasurer of the railway. The pay department is thoroughly efficient and the workers of the railway are fully satisfied in regard to timely payment of wages. But, unfortunately, the railway board is contemplating the abolition of the pay department and its transfer to the management of a contractor in spite of disapproval of the agent. If it is done it will disorganize the pay department and will cause great hardship to the workers in regard to timely payment of wages.

#### XIV.—Trade Combinations.

120. East Indian Railway Union was registered under Trade Union Act in 1927, and has all along been run on constitutional lines. By vigorous agitation through the press the union has been able to bring about some improvement in the service condition of the workers, but unfortunately the attitude of the railway authorities towards the union is quite unsympathetic if not hostile. On three occasions we applied for official recognition of the union but the agent persistently refused to recognise it (*vide* Correspondence in Appendix D\*) without assigning any reason, although the union represents 26,000 workers, belonging to different departments of the railway all over the line. We referred the matter to Honourable the Commerce Member as well as to His Excellency the Viceroy, and although we received a very favourable demi-official letter from His Excellency the agent did not recognize the union.

The attitude of the agent has created great dissatisfaction amongst the workers who think that we must change our methods of organization to bring effective pressure on the railway authorities. Up till now our movement has been strictly constitutional and peaceful, but it appears that peaceful trade union movement cannot create any impression in the minds of the power-that-be.

122. (i) *Methods of Negotiation between employers and employees.*—The question does not arise due to stubborn attitude of the employers towards the employees and their lawful union.

(ii) Our offer of co-operation has been refused by the railway administration, and our attempts have failed every time.

#### XV.—Industrial Disputes.

123. In 1928 there was a strike in the Lillooah workshop which continued for four months. The causes of the strike were mainly, if not solely, bribery and corruption amongst the subordinate officials of the workshop, but the immediate cause was the dismissal of two workers for alleged breach of discipline outside the workshop premises after working hours.

The workers came out as a protest against the wrongful dismissal and demanded their reinstatement or an enquiry into the matter, but the railway authorities instead of trying to remove their grievances abruptly declared a lock-out. All attempts for a settlement honourable to both sides failed. The Government remained indifferent and the police tried to end the strike with bullets. They opened fire on a peaceful crowd of strikers and killed two men. In the enquiry held after the firing, the district magistrate strongly criticised the action of the police and expressed the opinion that the firing was unnecessary and unjustifiable. But the Government condoned the conduct of the police and removed the district magistrate from the district.

#### Conclusion.

*Service Agreement.*—The workers of the E.I. Railway are labouring under untold hardships, and their grievances are innumerable but "insecurity of service" is the worst of all. It is the most dangerous weapon which the officers possess to get rid of the workers whom they dislike.

All employees are required to sign a service agreement on stamped paper at the time of acceptance of service on this railway. This agreement contains several clauses defining terms and conditions of service, one of which is of a mischievous nature. Paragraph 2 of the service agreement lays down that the railway administration has the right to dispense with the services of all employees on a month's notice or on payment of one month's salary in lieu of notice without assigning any reason. This clause is strongly resented by the workers and there has been agitation to remove it without any result.

In one of the clauses of the agreement offences for which the employees are liable to dismissal from service have been fully stated. These are quite exhaustive and there is no reason why there should be another clause which gives the railway administration the right to dismiss employees from service without mentioning the reasons at their sweet will. Thousands of employees are thus deprived of their bread every year for incurring the displeasure of the officers and their gratuity is forfeited. Hundreds of instances can be cited when men who have served the railway for 20, 25 or 30 years faithfully and efficiently have been served with a month's notice of dismissal "in terms of agreement". In case of unskilled workmen no written notice is given but they are simply told by the inspectors and supervisors

under whom they work that their services are not required. Lately the agent has however issued a circular to the effect that all classes of employees including unskilled workmen must be served with written notice before dismissal, but as a matter of fact this formality is observed more in its breach than in observance because the railway officials are fully aware of the fact that the "dumb workers" cannot raise their voice against any breach of rules by the officers of the railway.

There is no appeal against wrongful dismissal from service. The word of the subordinate officer who passes the extreme sentence on the helpless workers at his pleasure is final. The dismissed worker of course appeals for justice to the higher authorities, but from the head of the department, the agent and the railway board, only a stereotyped reply is given to him to the effect that "there is no reason to alter the decision". The higher authorities do not call for the paper in connection with the dismissal of the workers, even as a formality.

*Racial Discrimination.*—Next to service agreement the existence of racial discrimination is the cause of great discontent amongst higher class Indian workers. Racial discrimination is glaring in all matters concerning the management and working of the railway. It exists in appointment, in promotion, in housing, in education, in recreation and even in sports. Some time ago the railway board declared that racial discrimination exists "neither in theory nor in practice." I must say that it does exist in "thought, deed and dream" of the higher authorities.

A misunderstanding exists amongst the leaders of the Anglo-Indian community that by demanding the removal of racial discrimination the Indians are trying to lower the standard of living of the Anglo-Indians. I must now take the opportunity of informing them that we do not want them to come down to the level of the Indians but we want to raise educated Indians to their status. We do not want to deprive the Anglo-Indian workers of the privileges enjoyed by them, but we want that the Indians must have the same privilege. What we demand is that appointment and promotion should be made according to the qualifications and merit of the workers and not in consideration of their colour and creed.

*Housing*—Last, but not the least, is the question of housing which does not receive any attention of the railway administration. Over 75 per cent. of Indian workers have not been provided with quarters and the existing quarters are unfit for human beings. The report of Messrs. Purcell and Hallsworth, representatives of the British Indian Trade Union Congress, who came to India in 1927 to study the conditions of working classes in this country will give a fair idea of the wretched conditions of Indian working classes. There is no exaggeration in their statement to the effect that "Indian workers are dying like flies".

## BENGAL NORTH-WESTERN RAILWAYMEN'S ASSOCIATION.

### II.—Staff Organization.

12. (ii) No sort of facility, whatsoever, is provided for the training of the workers and others in the subordinate service for higher posts and promotions. They qualify themselves for promotion to higher grades in course of their ordinary duties. A test (not competitive test) of those who report of having themselves qualified is being held by an officer deputed for this purpose. Those who pass are made to work from time to time without payment of an extra remuneration, in any shape, in upper grades for years, and then if a vacancy occurs, one is promoted. Many of the assistant guards who receive salaries from Rs. 12 to 18 per month, and who have passed examination for the duties of guards, are made to work as guards for years, but promotion is refused to them on ground of there being no vacancy. Similarly, signallers are made to work as assistant station masters; assistant station masters as station masters; firemen as shunters, and shunters as drivers, and so on. But for the promotion of the workshop workers the method is still more absurd. There one, whom the immediate officer chooses or selects, is promoted without consideration of seniority and merit.

In the opinion of this association there should be training institutions to train workmen and the other subordinate employees, and boards consisting of representatives of employers and employees to examine them. Successful candidates should be given promotion according to merit and seniority, and none should be employed on higher grades without payment of extra remuneration.

13. (ii) Workers are not recruited through jobbers on this railway, but where the system of recruiting through jobbers exists, efficient and deserving men cannot be had to a certain extent.



14. By 14 clerks, entitled pay clerks, payment of wages, etc., are made throughout the B. & N.W. Railway, spreading over 2,000 miles. Illiterates are being paid in the presence of an officer.

15. In the Gorakhpur workshops about 50 per cent. of work is being done by men employed by contractors, and in the engineering department more than 50 per cent. The whole work of the cash office is being done by contractors' men.

In the workshops, engines' repairs; carriages and wagons buildings and painting; blacksmithy, including buffers, hooks and springs of engines, carriages and wagon making, are being done. In the engineering department, all constructions of buildings, bridges, earthwork, whitewashing and painting are being done by men employed by contractors. In the cash office all work of payments counting, weighing, etc., is being done, and all accounts of receipts and disbursement are maintained by the men employed by the contractor.

(iv) Work done by contractors is always unsatisfactory and inefficient. Engines repaired and carriages and wagons painted by contractors are again sent for repairs and painting within the time fixed for this purpose. Men employed by contractors are subjected to hardest labour, and do not enjoy those privileges to which their co-workers, who work under the administration, are ordinarily entitled. They are not supplied with houses, nor passes to free travel or on reduced fare are given. No remuneration is being paid for periods of leave and sickness. They are subjected to removal from service without notice, and there is no provision for old age. In brief, they are at too many disadvantages. From labour point of view, contract system is highly disagreeable, and practice of letting work done by contractors should be discontinued at as early a date as possible.

### III.—Housing.

16. (i) About 50 per cent.

(iv) About 50 per cent., belonging to themselves or on rent.

18. There are generally four types of houses built by the employer: (a) for Europeans and Anglo-Indian upper subordinates; (b) European and Anglo-Indian subordinates; (c) For Indian subordinates (superiors) and (d) for Indian subordinates (menials). Those houses that are built for Europeans and Anglo-Indians, whether of upper subordinate or subordinate grades, are nearly to their demands, and fairly good in comparison to those built for Indians. Those built for Indian subordinates are of different types. Most of those built for superiors consist of two rooms, each measuring between 100 and 144 square ft. Some of them have also an outer verandah, and some have two verandahs, one outside and the other inside. Those verandahs are as long as the length of the two rooms, if the rooms happen to be side by side, but they are not more than 5 ft. wide. In most cases the back verandah is roofed with corrugated iron sheets without any under planking. Quarters of new types have verandah either side of the rooms, being situated in front and rear, the length of both the verandahs do not exceed the length of the two rooms. Most of the houses have no verandah at all. Some of the houses have only one room, and it is not more than 144 square feet, and verandah not more than 57 feet square. A fairly large number of houses, though, have two rooms, but one of the rooms is not more than 6 feet wide. The verandah of such houses which is situated at the front of room, is not more than 12 feet long and 5 feet wide. On the back they enclose as their courtyard, about 12 feet long and 10 feet wide, ground, over which are situated small kitchen and a small latrine. The other type of the houses also consists of a courtyard which is between 300 and 400 square feet. These houses consist of a kitchen most of which are covered with corrugated iron sheets roofing, and are unwallled, measuring not more than 65 feet, and one unroofed latrine covering an area from 15 to 30 feet square.

Houses for Indian menials are of three types. Those of one type consist of one room, generally of 10 feet by 8 feet, and a courtyard of the same size. Another type consists of one room of nearly the same size, and a verandah of 10 feet by 7 feet. The third type of the houses consists of one room 10 feet by 8 feet, a verandah of the same size and a courtyard 10 feet by 6 feet.

Houses built, specially for the Gorakhpur workshops workers, are of different size and type. There are 472, although the number of the workers employed in the said shops is more than 3,000, and the houses are occupied by about 1,000 workers, owing to the scarcity of houses in the town and adjacent villages. Each house consists of one room, one outer verandah, one inner verandah, one courtyard and one latrine. The room is 12 feet by 10½ feet, the verandahs and the courtyard are 10½ feet by 6 feet., and the latrine is 5 feet by 3 feet. The inner verandah is roofed by corrugated iron sheets, and some of them have no inner verandah at all.

18. (ii) Those built for Indians are not of the best type from the point of health. Bad ventilation of the houses is proverbial. Among the houses of which a description has been given above, there are many of which, when doors are closed, which is necessary for the safety of the occupants and their property at night, the rooms become confinement in most cases for want of ventilation.

(iii) There is no arrangement for lighting of these houses or their premises. For conservancy the staff have to pay, yet it is not very satisfactory even at those stations where there is a conservancy board. As regards the supply of drinking water please refer to answer to 26 (ii).

19. Cent. per cent.

20. The rates are not uniform. Workers of Gorakhpur workshops have to pay at the rate of Rs. 1, Rs. 1-4 annas and Rs. 1-2 annas, according to the rates of their wages. For some types of the houses the rent is fixed, and for others 10 per cent. of the wages is charged from the occupants. Men working at stations and some of the others are supplied with free houses. Guards and assistant guards have to pay rent for the houses provided to them, either at a fixed rate, or at the rate of 10 per cent. of their wages, in spite of the fact that their services are required and requisitioned at all times.

Free quarters should be supplied to all the railway employees.

#### IV.—Health.

24. (i) There are twelve dispensaries provided by the employer all over the line. The length of the line is 2,074 miles. There are in all the dispensaries 22 male doctors and 15 compounders and dressers, in addition to a medical officer, generally the civil surgeon of the district in which the dispensary is situated, who receives a nominal allowance and attends only important cases, and is in charge of their respective dispensaries. With the exception of a few out of the twelve dispensaries, there is no provision for indoor patients. Dangerous and serious cases arising out of the accidents are sent for treatment in the civil hospitals, and there they are treated as ordinary patients. But for special treatment at concession rates of charges of European and Anglo-Indian employees, the employer contributes a sum of Rs. 600 per annum to the Balrampur Hospital at Lucknow. Very insufficient quantity of medicines are kept for dispensation to Indian workers in the dispensaries provided by the employer, and costly medicines are all exclusively meant for Europeans and Anglo-Indians and for officers. Subordinate staff and workers are rarely favoured with costly medicines. Liquid medicines are given to workers if they bring their own phials and corks. But these are all provided to officers and Europeans, free of all charges. When a wound or sore of a worker is to be dressed, he is entirely left at the mercy of the compounder or the dresser, irrespective of his fitness. But when the same is to be done with a European or Anglo-Indian employee, or the officer, the doctor himself attends and does all that is necessary. The number of the dispensaries and the staff employed therein is very insufficient for the length and breadth of the line.

(ii) Nil.

(iii) Nil.

25. (i) Cent per cent.

26. (i) (a) Only for workers in the Gorakhpur and Samastipur workshops and for staff employed in big offices. But not for other staff who work at various places.

(b) There are two classes of subordinate employees; one superior and the other menial. In most of the quarters (houses) built for superiors, the latrine is provided, but not in the houses of those who are called menials and are generally illiterate, with the exception of those houses which are built for workers of Gorakhpur workshops. Those superior subordinate employees who unfortunately happen to be provided with the quarters built for menials have no latrine at all. The others, whose quarters, though of slightly better type, have no latrines, have made latrine in the courtyard at their own expense. But in all cases under (a) and (b) sanitation is not satisfactory.

(ii) (a) and (b) There is paucity of water supply. Number of taps in Gorakhpur workshops are very insufficient. At other places of work there are hardly any with the exception of those stations and running sheds where water is drawn by means of steam engine.

While there are 472 houses occupied by workers of the workshops at Gorakhpur, there are only eight wells in the premises of the houses covering an area of 1,221 feet by 591 feet. The occupants, due to the nature of the attendance at their work all at a time, need water at the same time of day and night.

At wayside stations while generally and mostly the houses for menials are built at one end of the station, the well is sunk at the other end. Hardly at a few stations is there arrangement for supply of water by means of taps at workers' residence.

Not even at those stations where water is drawn by means of steam engines to the workers' residence. But the greatest difficulty of drinking water is for those workers who work on the permanent way between stations, and very specially for gatemen who hardly have a well at or near the place of their lodging.

#### V.—Welfare.

34. (i) There is no provision for workers' refreshments and shelters. Workers employed in the Gorakhpur workshops have to take their meal during mealtime on the public road outside the shops' premises or in wagons and carriages, standing in the shops or at the place of their work. This puts them to great inconveniences. Our request to the agent for a refreshment shed in the workshops' premises failed to draw his attention. We made this request in accordance with an application of workmen marked "B," is enclosed herewith\* for the information of the Commission. We are of opinion that a shed with a sufficient number of taps and latrines should at once be built for workshops' workers. Of course, the shed will not be required for all the workers, because a considerable number of them go to their houses in the colony, or in villages near about the shops' premises.

There is no cabin for pointsmen and other staff working and waiting to receive trains and doing other work in the yard of the railway lines. Guards and engine crew of ballast trains are not provided with carriages for the purposes of their shelter and kitchen while halting with their trains at stations out of their headquarters or on line.

Those workers who are sent out of their headquarters to relieve others or to work at other places, have got no place for their shelter. They have to prepare their meal and take rest, whether off duty or on duty, at station platforms, station rooms or verandah, passengers' hall, or upon the open ground under cover of sky, or at the places of their work for a number of days or for months together. Running rooms, provided for Indian guards, travelling ticket collectors and engine crew at some of the Junction stations are quite inadequate, and sometimes are filled to suffocation. There are some places, where there is no accommodation for the shelter of even guards and drivers, and they have to pass the time of their rest in brakevans and carriages standing in the yard of those stations.

(ii) There is no provision for physical culture of Indian staff and workers, with the exception of one institute at Gorakhpur, to which membership is compulsory for clerical staff and optional for literates employed at Gorakhpur, but this only does not serve the entire purpose. A great majority of workers on the line or even at Gorakhpur, being illiterate, derive no benefit of the institute nor the literates who live at other places than Gorakhpur.

(iii) None.

36. (i) Nil.

(ii) Nil.

(iii) Please refer to answer to No. 40 (i).

(iv) Does not arise as regards (i) and (ii). Cent. per cent. as regards (iii) 40 (i).

37. There should be provision for old age and premature retirement, and all those who shall have to be removed from service either physically or mentally unfit, or for committing an offence which the employer cannot prove in a court of law, should be given a gratuity of one month's wage that he had been receiving at the time of his retirement or removal from service, for each year's service he had rendered and in addition to that of 100 per cent. bonus on all deposits of the provident fund which should be compulsory to workers drawing Rs. 15 p.m. or over, and optional for workers drawing less than Rs. 15 p.m. It should be taken into consideration that those who are low or lowest paid greatly deserve the benefit of provident fund. Every worker should be made to contribute to this fund at the rate of one and a half month's wage during each year in 12 equal instalments, and all the bonuses and the interest should be deferred payment. In order to provide these privileges to all, daily ratings of wages to workers and employment of contractors should be discontinued. In this railway there are about 4,000 workers who are given daily rates of wages.

In Samastipur and Gorakhpur workshops, only 10 or 12 per cent. of the men enjoy the benefit of the provident fund. A great majority of men are low paid and draw less than Rs. 15 p.m., and consequently are not eligible to provident fund benefits. Gratuity, under rules, is payable at the rate of half of a month's salary for each year's service to only permanent employees on their retirement if they have served for 15 years or over or in case they are medically unfit and declared to be so for further service, and also in case the employer does not require their services any longer on account of reduction of establishment, provided in all cases that their services were good, efficient, faithful and continuous. These conditions perfectly place the employer at liberty to pay, or not to pay, any gratuity to any of his employees at the eve of his

retirement or removal from service. So far as this railway is concerned, there are living instances in which no gratuity was paid to a number of the employees. As regards the Gorakhpur workshop workers, suffice to mention that no proper records were maintained of their services only some three years ago. And this affected nearly all the old workers. Frequent changes of workers' tickets and registers render the possibility of overlooking the actual dates of one's appointment. In consequence of this a number of the men who claim to have served the railway for longer periods were refused gratuity on the plea of lesser period of their services. It is evident from the service certificate granted to a worker at the time of his retirement and which is reproduced below :—

" This is to certify that Raghunandan, ticket No. 446, was in the service of this railway from 1883 (as per his own statement) to 31st December, 1923. During that period he was employed as copper smith, erecting shop, and his general conduct and abilities were very good with the exception of his participation in general strikes of workshops."

In this connection it is respectfully suggested that the Commission will please note the fact that participation in a strike is taken as misconduct of the strikers and it is evident from the copy of the above certificates and from the gratuity rules of this railway.

Besides, it appears from the recent move of the officers of the workshops, that they are trying not to pay gratuity to as many men as they can. The following are a few instances :—

Kari Das, ticket No. 2716, served the railway for 14 years. His age was recorded to be 30 years in 1925. But despite this he was made to retire on the 29th June, 1929. A representation was made on behalf of this man by this association to the agent of the railway requesting him to get the said man medically examined to ascertain the actual age if the previous records were not to be believed, but in vain.

(Three more individual cases, which are not printed, are here given.)

As regards the men in the traffic department we would cite an instance to prove that in this department also punctuality is not observed to pay gratuities :—

Manhgo, a lampman of traffic department who was posted at Gorakhpur station, dies after having served the railway for about 35 years, and we feel sure that his services were all along very satisfactory and continuous. His only minor son applied for gratuity and an enquiry was held by the local police as to the identity of the applicant and it was reported that he was the only heir to receive the gratuity, but its payment has not yet been made in spite of our repeated applications.

As regards the benefit of the provident fund to daily rated employees of the workshops, we would refer to our representations to the agent forwarding to him a list of some 268 workmen of the Gorakhpur workshops, who receive daily rate of wages, requesting him to kindly enlist them as members of the provident fund, but to no effect. These representations were made in accordance with the statement of the men recorded in this office. The statement, in original, marked "C," is attached herewith\* for the information of the Commission.

Under these circumstances it is very desirable that provisions be made on the lines suggested above.

## VI.—Education.

40. (i) There is a primary school in the Gorakhpur loco. colony which was started by the employer and to which he contributes a sum of Rs. 100 p m. He also contributes a sum of Rs. 100 p.m. to a joint school of the East Indian Railway and of the Bengal and North Western Railway at Mokamaghat ; a sum of Rs. 40 p m. to a school at Mau Junction and a sum of Rs. 20 p.m. to another school at Narkatiaganj.

These schools do not serve the purpose of better education of a large number of the employees' children.

(ii) and (iii) None.

And, therefore, for education of workers' children, in vernacular and English language, schools should be opened at those places where there is a number of workers' children to justify the opening of schools for them. For places where schools cannot be opened, instructors should be appointed and made to visit alternately those places in order to teach children. Monetary help should be given to those employees who may seek higher education of their children.

\* Not printed.

### VIII.—Workmen's Compensation.

53 (i) The scales of compensation, under Workmen's Compensation Act, are inadequate. Generally, 30 months' wages for death and 42 months' wages for total disablement and certain percentage of 42 months' wages for partial disablement, according to the nature of disability, of a workman is granted and so a workman who, when received injuries and was in receipt of Rs. 8 per month will get only Rs. 240 if he dies and Rs. 336 if he is totally disabled, and these, it is hoped the commission will agree, are quite inadequate for maintenance of one's dependents, if he is dead and for his maintenance and for the maintenance of his dependents if he is totally disabled for further service.

Five per cent. is to be granted if one's one finger is lost and so if all of his five fingers are lost, he should get 25 per cent. But if his right arm at or above the elbow is lost, 70 per cent. is to be given, and if it happens to be left arm, 60 per cent. is to be given. These high percentages are being granted, perhaps, in view of the fact that usefulness of an arm is altogether lost. In this connection, it would not be out of place to mention that there is very little difference between the one's two arms. Some men do perform their work with left hand as efficiently as the others do it with right hand and so if any one of the arms is lost, he can do his work with the other hand. We are, therefore, unable to follow the principle of payment of less percentage in case of loss of left arm.

Resuming to the original issue, we would point out that actually with the loss of all of one's five fingers or even four, the usefulness of his entire arm is lost.

Out of the lump sum to be granted by the way of compensation, deduction is to be made of all sums paid in shape of wages for period of his absence from his work on account of injuries. In the opinion of this association, the payment of wages to a workman in such cases and payment of compensation are two different things, and if the wages so paid are to be recovered from the money of compensation, the principle of paying compensation is wholly or partially defied.

\*An example, quoted at the foot of clause (ii) of Section (53), will convince the commission that so long as the recoveries are to be made on the account mentioned above no compensation or very little of it may be paid.

When workmen do and should get wages for the period of their absence on account of ordinary sickness, why the same should not be given in case of their absence on account of their sustaining injuries on duty in addition to the compensation which is quite a different thing.

(ii) Attention of the commission is drawn to Chapter II 3 (1) to (b) (i) to (iii) of Act No. VIII of 1923, and the rules thereto. \*There appears to be no provision to enforce strict and partial examination and certification as regards the cause of the accident and as regards the determination of percentage of disability and of compensation. There is also nothing in the provisions of the Act to discover any case of accident in which a workman is involved, if an employer failed either deliberately or otherwise, to report an accident resulting in the death or disablement of a workman. The workmen, specially those who are illiterate, do not know that they or their dependents deserve compensation if they are disabled or die. And some of those who know that they should get it in such cases do not dare to come forward to claim for it.

The following example of the employers' failure to report an accident resulting in the injury of a workman is submitted for the information of the commission :—

According to his statement and of his witnesses, Sri Ram, a hook cutter of the traffic department of the B. & N.W. Railway fell down from the footboard of a shunting engine, while on duty on the night of 15th March, 1929, in Gonda station yard. In consequence of it he received serious injuries and the station master on duty sent him to his quarters instead of taking steps to render him medical help, and at the same time, he failed to report the accident. Two days after, he was taken home to a village far off from Gonda, by his relatives, where he ailed from the injuries and fracture of his left leg till the 14th of September, 1929, when he attended the office of his district traffic superintendent, praying for permission to resume his work, but as his services were already dispensed with, he was not allowed to do so. We then twice referred the matter to the agent, but he was not pleased even to acknowledge receipt of the representations concerning this particular case, and in consequence of this accident, this poor and helpless hook cutter, who used to get only Rs. 12 per month, had to undergo considerable pain and trouble for six months; lose his job; all of the wages which he would have got had he not been injured and to incur a sum of Rs. 130 for his treatment. As regards the method of calculating the monthly wages for payment of compensation, suffice to mention that it is quite absurd. And so long as it stands in its present form, it will be difficult to say that it has been

correctly calculated. When one gets fixed rate of monthly or daily wages, why should it be calculated by round figure? It renders great difficulty to illiterate workmen, specially, to claim for actual amount of compensation due to him and at the same time, reduces, in most cases, the amount of the compensation. Certainly the present method of calculation may be justifiable, in case of those workmen who do not get fixed rate of wages but do get them according to work they do.

*Note.*—In support of the statement contained in the foregoing paragraphs marked\* we quote a living example :—

A workman of the B. & N.W. Railway, Gorakhpur workshops, who used to get annas 5-4 pies per day as his wage and who had two years' service at his credit, received injuries on the 27th February, 1929, and in consequence of which, two fingers of his left arm had to be removed. He got his statement to this effect recorded with the association, almost immediately after his sustaining the injuries, and when we found that that no compensation was being paid to him we referred the matter to the agent, on the 14th June, 1929. Failing to receive a reply, we got an application for compensation submitted by the said workman, which we forwarded along with our office letter No. 201/195, dated the 26th August, 1929, to the Workmen's Compensation Commissioner (district magistrate) at Gorakhpur, who was pleased to take immediate notice of our reference and after enquiry forwarded to us a copy of the railway authorities' correspondence from which we learnt that 253 days were taken to calculate his one year's wage, and as the chief medical officer who was wholly an officer of the said railway, certified his disability to be of 5 per cent. for loss of only one finger, the total amount that came payable was Rs. 16-13 annas. Out of this amount, Rs. 14-7 annas were to be recovered on account of payments of wages during his absence, and the net amount then payable was only Rs. 2-6 annas. We again referred the matter to the commissioner stating that his two fingers and not one only were lost. The commissioner kindly again took notice of our reference and wrote to us that he would let us know on receipt of report from the railway authorities. In consequence of this, a sum of Rs. 33-10 annas was added to Rs. 2-6 annas, previously sanctioned and a total sum of Rs. 36 has been paid to the workman on or about the 18th February, 1930, or after about a year of his receiving the injuries.

This case, it is hoped, will also convince the commission firstly, that in this particular case, the workman would have got no compensation at all, or Rs. 33-10 annas would not have been added to it had the association not been at his back, and secondly, that he would have got no compensation at all were he to get only at 5 per cent. of disability had he been unfit for duty for some time more.

It is, therefore, prayed that :—

- (1) Rates of compensation be enhanced.
- (2) Full payment of wages be made for entire period of absence of a workman from his work on account of the injuries that he may receive in course of his duties, in addition to the compensation, if the injury causes death or disablement of a workman.
- (3) Full payment be made, as for the loss of right arm at or above the elbow, if all the fingers or even four, of any of the arms are lost.
- (4) Calculation be made at the rate of the wages the affected workmen had been getting at the time of receiving the injuries.
- (5) (i) Employer must report all accidents which result in the injury of any workman, to the Workmen's Compensation Commissioner and to the union to which the affected workman happens to be the member; (ii) get him medically examined by a medical board, consisting of representatives of the employer, the union and the civil surgeon of the district in which the accident may occur, immediately after the accident, and when the question for payment of compensation is to be determined; and (iii) all payments of the compensation be made in the presence of a representative of the union.

### IX.—Hours.

- (55) (i) 10 hours per day and 60 hours per week.
- (ii) 8½ hours per day; 5½ on Saturday and ordinarily no work on Sunday. 48 hours per week. These are minimum hours of work and when necessary, the workers are made to do overwork for which they are paid extra remuneration. Please refer to answer to (102).
- (56) Five full days and 5½ hours on Saturdays.
- (57) (i) The effect is not good to the workers. They are debarred from all sorts of amusements and recreations and physical culture after 8½ hours' hard work in the factory and very specially when they are placed on overwork.
- (ii) The effect on the industries is very good in respect of profit.

58. Please refer to answer to (57) (i).

60. (i) (a) 14 hours, from 4½ hours in the evening to 6½ hours next morning.  
(b) 1½ hours from 11 hours forenoon to 12½ hours afternoon.

(iii) There is no objection till the working hours are reduced.

(iv) Fifteen days per year with wages in addition to a number of days, according to demand, without wages.

61. 18½ hours on Saturday and full day on Sunday.

73. (i) The custom in various departments and sections is different. (a) Those who are employed at stations, in the traffic department, work for 24, 12 and 8 hours a day and 168, 84 and 56 hours a week. The number of those who work 8 hours a day and 56 hours a week is few and is hardly 5 per cent. (b) Most of those in other departments with the exception of office clerks, work 10 to 12 hours per day and 70 to 84 hours per week and the others 10 to 12 hours per day and 60 to 72 hours per week. (c) Office clerks work, 6 hours per day and 36 hours per week, provided that they all, with the exception of those who work 24 hours a day, are not in arrear of work. Those whose work is in arrear have to work still for hours the work is not finished. The clerks of all the departments and sections have to remain engaged for longer periods owing to paucity of sufficient staff. (d) There is no definite limit of working hours of running staff.

(ii) Actually, as stated in sub-clause (i) although those who work for 24 hours make out some time for their meal and rest, though in most cases not for continuous and fixed periods.

74. Please refer to answer to (73) (i). Men in some of the departments and sections whose working hours have been defined in (a), (b) and (d) work all the days of the week. Office clerks do not work on Sunday and some other days if that happen to be holiday.

75. (i) There has practically been no application of International Labour Conventions. Only at a few stations which are important junctions as assistant station master and a few points staff have been added.

(ii) Not at all so far as the station staff and running staff are concerned. In the case of the others some are allowed rest on Sunday and some not at all. Office staff are given rest on Sunday.

76. (i) Uncertain in case of those who work all along 24 hours and 12 to 16 hours in case of others. Office clerks 18 hours.

(ii) There is no time fixed for those who work at stations in yard and with running trains. The others get from 1 to 2 hours for meals.

(iii) Men at stations enjoy no holiday and in the case of others, it is at the sweet will of the officers to allow or not to allow their subordinates to enjoy any of the holidays.

77. Regulations to regulate working hours, rest and holidays and meal times, is very necessary. The staff or workers should in no case be allowed to be detained at the place of their work more than 8 hours, whether actually engaged or not. They should get one day's rest every week and all the gazetted holidays of the year. Suitable time for meals should be fixed, and in case it is not possible to spare any, he should be given an allowance.

## XII.—Wages.

96. (i) There are different rates of wages for men in various classes. The lowest paid are the gatemen at the level crossing gates on the railway line. They get Rs. 5 per month and the number of those who get Rs. 7-8 annas per month is very few. Gangmen who work at permanent way and porters who work at stations get a minimum of Rs. 7 per month and workers in the Gorakhpur workshops get 5 annas per day, drawing wages for 24 days in a month at average. Pointsmen start at Rs. 9 per month and highest wage is Rs. 13 per month, which few men at important junction stations do get. Watchmen, lampmen get from Rs. 9 to Rs. 10 per month, watermen and sweepers get from Rs. 8 to Rs. 9 p.m., points jamadar (head pointsman) Rs. 14 to Rs. 18 p.m., shunters (gunners), Rs. 18 to Rs. 25 per month, shunting khalasis (shunting porters), Rs. 12 to Rs. 16 p.m., booking clerks, parcel clerks and goods clerks from Rs. 25 to Rs. 40 per month and head booking parcel and goods clerks from Rs. 50 to Rs. 60 per month, at special class stations which are only nine throughout the whole of the B. & N.W. Railway. Ticket collectors, trains clerks, transshipment clerks and steamer clerks from Rs. 18 to Rs. 40 per month after 17 years approved service. Head trains and transshipment clerks at special class junction stations from Rs. 45 to Rs. 60 p.m. Checkers and barge clerks from Rs. 15 to Rs. 35 after 15 years service. Signallers at wayside stations, from

Rs. 20 to Rs. 25 and Rs. 27 to Rs. 30 after passing examination for traffic duties and coaching accounts and from Rs. 28 to Rs. 50 at large through wire stations and after passing a test in the higher standard of signalling. Assistant station masters from Rs. 35 to Rs. 50. This maximum is drawn by even those assistant station masters, who unfortunately happen to be Indians, and who work at special class stations. Station masters from Rs. 35 to Rs. 80 per month at D to A classes of stations. Larger number is of those station masters who get Rs. 50 per month as a fixed remuneration for the class of the station they work. Guards begin at Rs. 20, although previously they used to begin at Rs. 21 and also the scales provide a maximum of Rs. 150 p.m., the Indian guards do not get more than Rs. 60 per month and yet there are only eight who are fortunate to receive this maximum wage of Rs. 60. Amongst the seniors, there are many who get only Rs. 50 although they are reaching the age of their retirement. These are the pay the Indian guards get, irrespective of the fact that, in any grade they be, they do all work with all description of trains just as the European and Anglo-Indians guards do. Assistant guards get from Rs. 12 to Rs. 18 p.m. There are many who have passed guardship's examination and are continuously made to work as guards for years, but no allowance or increment to their pay is being granted. Markers get from Rs. 10 to Rs. 16 and are made to work as assistant goods clerks or even as goods clerks.

*Engineering Department.*

	Rs.	As.		Rs.	As.
Gatemen get .. .. .	6	0	to	7	8
Coolies and gangmen .. .. .	7	0	„	8	8
Keymen .. .. .	9	0	„	9	8
Mate (head gangmen) .. .. .	10	0	„	14	0
Head P.W. mistry (illiterate sub-P.W. inspectors).	15	0	„	40	0
Sub-P.W. inspectors .. .. .	25	0	„	55	0
Fitters, carpenters, painters, and blacksmiths.	15	0	„	25	0

*Locomotive Department.*

Coolies and cleaners .. .. .	0	5	to	0	6	per day.
Khalasis (second firemen) .. .. .	9	0	„	11	0	per mensem
Firemen (Indian) .. .. .	12	0	„	16	0	„ „
Shunters (Indians) .. .. .	17	0	„	25	0	„ „
Drivers (Indian) .. .. .	25	0	„	80	0	„ „
Fitters, blacksmith and carpenters.	15	0	„	30	0	„ „

*Workshops.*

Unskilled, on start .. .. . ..As. 5 4 per day.  
 Skilled as fitters, boiler-makers, blacksmiths, carpenters, tin smiths and copper smiths, etc., up to Rs. 2-4 annas per day.

*Note.*—The drivers who get Rs. 80 per month and skilled workers of the Gorakhpur workshops who get Rs. 2-4 annas per day are very few. Mistries, apprentices and chargemen and all others are similarly low paid.

(ii) This association is not certain nor did it care to ascertain. It is the opinion of this association that there is no comparison between the wages drawn by agriculturists and drawn by men in factories and railways who do and should get wages according to their merit and responsibility.

97. (i) There has been no decrease nor increase during the last five years.

100. Those who work for railway being employed by contractors are deprived of all the privileges to which their brethren in the service of the railway administration are entitled. In other words, they are not entitled to provident fund benefit, gratuity, leave and passes and after all to better wages in spite of the fact that both of them work for the railway at equal merit.

101. (i) There is no negotiation between employer and employees or between the employer and this association for fixing wages.

(ii) Wages are fixed by authorities themselves.

102. One day's wage is being paid for eight hours over work, whether on ordinary days or on Sunday. As a matter of right, double payment should be made for working on Sunday.

105. Statutory establishment is advisable, rather essential. The minimum wages are fixed according to the grades and classes of workers and there are men who get Rs. 5, Rs. 6, Rs. 7, Rs. 7-8 annas and Rs. 8 per month as the minimum



and these minimums are out of all proportion of living wage. A man, if he has none to be looked after, and if he is allowed to live as a human being, will require Rs. 25 a month at least and if he happens to be a family-man and taking an average of four members including himself, will require a sum of Rs. 70 per month at least.

The following table will give the commission an idea of one's monthly expenses :—

	If he is single.		If he is a family-man.	
	Rs.	As.	Rs.	As.
Rice or flour or both .. ..	4	0	16	0
Pulse .. ..	1	0	4	0
Vegetables .. ..	1	0	4	0
Fuel .. ..	1	0	3	0
House rent .. ..	2	0	4	0
Oil, etc. .. ..	1	0	3	0
Shaving and washing .. ..	1	0	2	0
Clothing at average .. ..	3	0	10	0
Tiffin .. ..	1	0	4	0
Ghee and milk .. ..	1	8	4	0
Utensils at average .. ..	1	0	3	0
Conservancy .. ..	0	8	1	0
Amusement on holidays and festivals.	4	0	4	0
Bedding, covering, etc. .. ..	2	0	3	0
Education of children .. ..	nil		5	0
Total .. ..	25	0	70	0

The table contains only those requirements which are regular and usual and does not contain requirements for furniture, etc., and for ceremonies on death, marriage and provisions for sickness and old age.

Placing this table before the Commission, this association would not recommend as to what should be the minimum wage. But if the Commission is in a position to fix or to have it fixed, the association would respectfully suggest that the table should be consulted. And in this connection, this association would draw the attention of the Commission to the minimum wage of workers in other countries and the difference of wages which in other civilised countries is given to men of highest position and to those of lowest position. In this country the B. & N.W. Railway gives its agent some Rs. 2,700 a month and its gatemen Rs. 5 a month and so there is a difference of 540 times.

106. (i) In spite of the fact that fines are imposed, standard is not fixed.

(ii) Deductions are made for losses arising out of avoidable or unavoidable mistakes. In the traffic department, deductions are made from the salaries of staff on account of losses of goods, base coins, unnecessary telegrams, late submission of statements, under charges of fares and freights, etc. In some cases deductions are made from the wages of even those who are not responsible on any account.

108. (i) Definite information is not available. But indebtedness prevails to an undesirable extent. Interest at high rates are charged. *Kabuli* money lenders charge interest to the knowledge of the association at the rate of 2 annas per rupee per month or Rs. 150 per cent. per year. Generally debtors are made to sign or execute a pronote for Rs. 20 when only and actually Rs. 20 or so are paid and the interest is charged at the rate of 2 annas per rupee per month for the amount shown in the pronote.

Therefore legislation is needed to reduce the charge of interest to the lowest possible rate.

110. (i) This association is not in a position to remark as regards the annual leave taken by workers. But it would not be out of place to mention that daily rate employees do not deserve any leave with pay and those who are monthly rated are entitled to one month's leave for each year's service, but neither do all of them get it nor are they, in most cases, spared in time to avail themselves of the leave granted to them owing to paucity of reserve staff.

### XIII.—Industrial Efficiency of Workers.

113. To say who is more efficient and who is not, is the business of the authorities. But one who has impartially examined the work of Indian and foreign workers of the same category can safely say that there is no difference between the efficiency of the two and yet there is great difference between the wages of the two.

Mr. Gaya Prasad Singh, M.L.A. interpellated an unstarred question No. 476 on the 21st of September, 1928, in the legislative assembly asking for information concerning the payment of wages on racial basis. To this question of Mr. Gaya Prasad Singh, reply was given by the railway board on the 28th November, 1928, or after more than three months, by letter, saying that current establishment rolls of the Bengal and North Western Railway make no racial discrimination as suggested by Mr. Gaya Prasad Singh. In this connection, therefore, it would be necessary to add that Mr. Gaya Prasad Singh's question referred to the establishment rolls of the said railway for half-year ending 30th September, 1928, whereas railway board's reply referred to that of half-year ending 31st March, 1929. It appears from the assembly debates dated the 21st September, 1928, that Mr. Gaya Prasad Singh's question under reference had to be referred to the agent, B. & N.W. Railway who gave a reply after the rolls were revised. A printed copy of establishment rolls of all railways are being supplied to the railway board, who used to reply to some of the questions, even on trifling matters, without referring to the agent, it is not known why this particular question was referred to the agent when the information was already available in the railway board's office. But whether a particular establishment roll showed difference of wages on racial basis or not, racial discrimination is observed to the fullest extent in all the departments of this railway. Difference of wages exists on the same basis as it appears from Mr. Gaya Prasad Singh's question under reference and besides this Indian possessing even better qualification is not generally promoted to higher posts. The difference of qualification between illiterate Indian workers and of foreign workers of the same category is only this that foreigners can read, write and understand English, whether correctly or not, but the Indians cannot do it.

#### XIV.—Trade Combinations.

120. (i) The Bengal and North Western Railwaymen's Association started in November, 1920, and was registered under the Trades Unions Act, 1926, on the 30th August, 1928.

(ii) The workmen exercise full control. Their attitude is fairly good, and it would have been very good had they not been in fear of losing their employment.

(iii) The attitude of the employer is very undesirable and rather objectionable. And it is evident from copy of his letter marked "D" (enclosed herewith) He refused to recognize even after its registration. From the copy of questions and answers marked "E" (attached herewith) it will be observed that he refused to recognize it merely on the plea that non-railway element which controls the association does not inspire his confidence that it will fairly represent the employees. This reply is nothing but absurd. It was entirely the look-out of employees and not of employer to see that they were fairly represented or not. The association is still unrecognized, and for want of recognition there are many difficulties in the way of organization. One of the vice-presidents, who was wholly a servant of the railway, resigned almost immediately after the names of the executive were communicated to the agent in compliance with his request. One treasurer has also submitted resignation, and is determined not to serve the association longer. Some of the members do not dare attend the meetings of the executive committee, and some others who want to take active part in the organization do not do it out of fear. Hardly a few of those who are members do dare address letters to the association. Many of them decline to give a description of their grievances even of general nature, not to speak of giving anything in writing or concerning themselves. Some were intimidated, but refused to give an account of it in writing. There are instances in which men were dismissed from the service simply for taking part in the activities of the association, and the grievances of others were not redressed merely because they sought the redress through the Association.

121. (ii) So far as the B. & N. W. Railwaymen's Association is concerned, no good has come out of the Act.

(iii) Amendments are needed to enforce recognition of the unions; realization of subscription through pay bill of members; formation of conciliation board; inspection of records concerning the workers, maintained by employer and employees, by representative of each other; supply of literature by employer and union to each other; inspection of work and place of work of workers by the representative of the union, and in case of railwaymen's union the grant of passes to the officials and workers of the union for purposes of organization of staff and collection of their grievances, and also to representatives attending the meetings of trade unions; and carriage of unions' articles to and from members of the union by rail free of all charges.

122. (i) None.

(ii) The association attempted on several occasions to have it done, but no result has come out of its representations to the agent.

**XV.—Industrial Disputes.**

125. While there seems to be nothing in the Trade Disputes Act to prevent disputes, the Act is wholly unfavourable to employees, and it is evident from mere fact that almost all the representatives of the employers and Government (legislatures representing the employers and Government) spoke or voted for passage of the Trade Disputes Bill into Law. Through this law strikes of workers in public utility service without giving previous notice are prohibited, and the strikers and their helpers are punishable, and so the right of the labouring classes to uplift their condition has been snatched away. Up to now almost all the negotiations, on behalf of employees with employer and even with Government failed. The provisions of Act for appointment of board of conciliation or court of enquiry which the Governor-General or the Governor has inherent power to appoint or not to appoint are of no use to the employees in general and through these provisions there can be no redress of the grievances of labouring classes, and even if they were of any use the inherent power of the appointing authority who may appoint the board or the court together with his unquestionable power to appoint any person as member of the board of court makes the position from bad to worse. And when the Governor of Bihar and Orissa and the Governor-General have already failed to appoint a court or board to enquire into and settle the disputes between the employees and employers of Golmori Tin Plate Factory and the G. I. P. Railway, nothing further need be said regarding the uselessness of chapter 3 of the Act under reference.

And as regards the public utility service it would suffice to say that if the Government are anxious to avert deadlocks in the public utility service at the right of labouring classes, they ought to have undertaken upon themselves to lay better conditions of public utility service. But they failed to do it when enacting the law, and failed to favourably consider all representations made by the All-India Railwaymen's Federation and the G. I. P. Railwaymen prior to strike in that railway.

It is, therefore, generally believed in the working classes that they are aggressive and the employers are aggressors, and the Government back them to their fullest satisfaction.

And so being the case the Act so far as it stands in its present form is of no use to the working classes in general.

Therefore either it should be repealed or it should be modified in such a way as to (1) empower the Governor or the Governor-General to positively appoint a board or court as the case may be where there exists or is apprehended to exist any dispute between the employer or the employees, and an application is made by any or both of the parties and to nominate only those persons as members who may be recommended by the parties unless any or both fail to make any recommendation in which case the Governor or the Governor-General may appoint members, as he may please, to represent the party who may fail to recommend; (2) repeal sections 15 to 18; (3) enable representatives of the parties to examine the records, files and registers of each other when one wants to have any dispute settled up without reference to a board or court.

126. (ii) So far as the attitude of the Government towards labour is concerned it is as unsatisfactory as it has been explained in the foregoing paragraphs, and a perusal of the debates of the Legislative Assembly will convince the commission that the Government is hardly prepared to listen to the working classes or their representatives.

**XVII.—Administration.**

133. So far as the attitude of the Government in the legislatures is concerned as it has already been explained, it is very unsatisfactory. They as a matter of policy refuse to intervene in the matter of those who are low or lowest paid and whose condition of service is worse. The employers therefore take undue advantage of this policy of the Government. To prove this if one is required to quote instances it will cover hundreds of pages. But a careful and impartial study of debates of legislatures will reveal the fact that Government's attitude towards labour and workers is not favourable.

134. (i) Very little attention has been paid in India and particularly in the B. & N.W. Railway. Most of the men on active duty are overworked. The plea for not doing much in this respect is this that those who are on 12 hours' duty or more are not continuously engaged in spite of the fact that one who is on 12 hours' duty is required to be present all along at the place of his duty, and apart from the fact he is engaged during all the times he is on duty and some times even after it.

138. So far as the workshops of the B & N.W. Railway at Gorakhpur are concerned, the Act is exhibited in English and vernacular languages in each of the shops. But most of the men being illiterate hardly follow it.

## APPENDIX D.

*Letter from W. Miller, Esq., Acting Agent, B. and N. W. Railway.  
To the General Secretary, B. and N. W. Railwaymen's Association, Gorakhpur,  
dated 24th June, 1925.*

As you are aware this railway does not recognize the Bengal and North Western Railwaymen's Association, and I now beg to inform you that in future any communication received by me or by any of the officers of this railway from you or from any member of the Association will not be read but will be immediately torn up and put in the waste-paper basket.

## APPENDIX E.

## TRUE COPY.

*Extract from Legislative Assembly Debates, dated 18th March, 1929.*

353. Mr. Amar Nath Dutt : (a) With reference to the reply given to my unstarred question No. 532 (*vide* Railway Board's letter No. 7221-E, dated the 5th November, 1928) will the Government be pleased to state :

(i) Whether the investigation of the agent, Bengal and North Western Railway, into the claim of the Bengal and North Western Railwaymen's Association reached its completion ?

(ii) If so, what are his decisions ?

(b) Will Government be pleased to state :—

(i) If he has recognized the Association, and if so, what are the conditions of the recognition ?

(ii) Whether the decision of the recognition has been communicated to the association ?

(iii) Whether is it a fact that it was circulated amongst the staff by the agent that no notice will be taken of any representation of the Association and that any communication received will be torn up and thrown into the waste-paper basket ? If so, whether these circulars have been withdrawn ?

(iv) If the agent's investigation has not yet reached completion, how long the agent will take to do it ?

(v) Why an investigation was at all necessary in the case of a registered union ?

(vi) Whether the Government recognize the Bengal and North Western Railwaymen's Association ?

Mr. P. R. Rau : (a) and (b) (i) to (v) Information is being obtained and will be communicated to the Honourable Member.

(b) (vi) The question does not arise, as the Bengal and North Western Railwaymen's Association is managed by a company and its servants are not Government servants.

*Letter from Government of India, Railway Department (Railway Board).*

*To Amar Nath Dutt, Esq., M.L.A., dated 8th June, 1929.*

With reference to the reply given by Mr. P. R. Rau to your unstarred question No. 353 in the Legislative Assembly, on the 18th March, 1929, I am directed to reply as follows :—

(a) (i) and (ii) The Agent, Bengal and North Western Railway reports that he is not satisfied that the Executive of the Association fairly represents the employees of the Bengal and North Western Railway, and considers that the non-railway element which controls the Association does not inspire confidence that its activities will be conducted on proper lines. He states that for these reasons he has not recognized the Association.

(b) (iii) The Agent explains that the letter was written in connection with the particular situation in 1925, and that it is not applicable now.

(iv) Does not arise.

(v) Because the registration does not carry with it a right to recognition.

## EASTERN BENGAL RAILWAY INDIAN EMPLOYEE'S ASSOCIATION.

*Memorandum on Terms of Reference.*

(a) *Health*, (b) *Efficiency*, (c) *Standard of living of the workers*, (d) *Relation between employers and employed.*

The health of the staff employed on the E. B. Railway is bad throughout its length. It is worse in comparison with other railways.

This railway extends over Bengal, Bihar and Assam, and passes through forests, marshy lands and hill tracts of Terrai, Dooars and Lower Assam, which are notorious for bad climate. The staff suffer from malaria, black-water fever, kala-azar, hook-worm as chronic diseases, and from epidemics, such as small-pox, cholera, which break out in virulent type almost every year. Typhoid and tuberculosis are also not rare and cases of leprosy have also been reported from workshop areas.

The following extract from the administration report of chief medical officer, E. B. Railway, for the year 1928-29 will bear testimony :—

"The whole of the railway system is not only exceedingly malarious but is notoriously otherwise unhealthy. The water-logged portions of the Sunderbans, the innumerable beels and swamps and the silted up and dying rivers are the home of cholera, kala-azar, dysentery and hook-worm diseases, etc.

"On ghats only cutcha temporary huts can be built for housing our staff and a large number of transshipment coolies and labour gangs belonging to steamer companies and others. The insanitary habits of this mixture of floating population with those of the emigration coolies from the tea gardens make these ghats an ever-present danger zone for starting or spreading imported epidemic diseases."

The deplorable health-condition of the staff is also due to want of sympathetic treatment by officers and supervising subordinate officers. Scarcity of houses and inadequate accommodation in the houses are also contributory causes for the ill-health. Existing type of quarters intended for Indian staff—specially the "T" type, special "T" type which have very scanty accommodation, ill-ventilation in all Indian style quarters in general, low plinth of 2½ feet, want of adequate drainage, presence of borrow-pits within station limits, want of sufficient damp-proof course in the buildings, kitchen attached to bedrooms, block of quarters built back to back, temporary cutcha houses at ghat stations, cutcha-pucca houses built on new lines with a view to keeping down capital construction cost without considering the sanitary point of view and allowing to remain as such from 15 to 20 years until some improvement is made, are sources of diseases enumerated above.

Want of regular leave, time for recreation, proper rest in the matter of posting and fixing hours of duty and of facilities to get best and timely medical aid are also important factors which are undermining the health of the staff.

Sufficient supply of pure drinking water is a crying want at many places. This is also a cause of ill-health of the staff.

Wells are placed 200 feet apart. One well or tube-well is provided to meet the demands of 150 men. In the dry season some wells dry up and produce muddy water. Where there is a supply through pipe from tank, the authorities have restricted the supply to such an extent that the staff have to take recourse to any water near by, it may be from an unclean pool or from a borrow-pit.

Staff have to work even when they are sick or convalescent, as railway doctors very often refuse to grant unfit certificates under official influence. A sick man is made to work until he can be relieved.

Guards are ordered that they must give three hours' notice of reporting sick or inability to duty. If a man falls sick and cannot give three hours' notice, he is supposed to work with sick health. These oppressive orders go to impair the health of the staff to a great extent.

Efficiency depends on :—(a) Efficient training and efficient organization; (b) Efficient supervision; (c) Efficient control; (d) Facilities.

The majority of workers is efficient. Inefficiency where it exists, is largely due to the facts mentioned below :—

(a) Recruitment of men with theoretical knowledge, and with no practical ideas, as obtained from certain training schools outside the administration's organization, and placing them above those who have the acquired practical training, fails to bring about the desired effect.

(b) Similarly placing of workmen under officers, who have no practical knowledge of difficulties and snags, tends to bring about a detrimental effect to the acquisition of more efficiency by the staff. If an officer presses the workers to carry out his orders without solving the practical difficulties involved therein, the workers find it difficult to do it efficiently.

(c) Rough and rude treatment to workers sometimes agitates their minds and makes them discontented and disheartened. With that state of mind, no worker can work efficiently.

(d) Improving their condition by affording better facilities and training them for higher appointments are not aimed at by the administration and sometimes even denied to the staff, and hence the efficiency is not improved.

The standard of living of the workers has been reduced to the lowest level owing to economic distress. Those who are forced to maintain the standard of living according to their social status are to face constant worries and troubles to meet other necessities of life. For want of financial development, a worker's standard of living has been reduced. This is one of the root causes why a man fails to develop his working capacity. For want of proper food and nourishment, which are the essential things to keep a man healthy, the staff cannot keep themselves up to the required efficiency and be paying to the employer.

To keep pace with the social obligations, a man is practically ruined. Marriage and education of children amongst the middle class people in Bengal are the two main factors to be seriously considered. A Bengalee's social obligations are extensive and numerous.

The cost of living of a middle class man, who is to maintain his position in the society cannot be less than Rs. 50 for a bachelor. A family man with five members on the average under the joint family system required Rs. 150 to make both ends meet. A single man of the lowest class can hardly maintain his standard on less than Rs. 20 a month.

As is evidenced from the fact that, in spite of the general upheaval in the labour world and in spite of labour strikes all around them, the staff have retained their quietness, not because they have had no grievances of their own but because they have always wished not to injure the administration by any drastic method.

The staff have a confidence in the good intentions of the railway board but they have off and on been disappointed at the decisions of the administration, a case in point is that of housing scheme and house rent for the staff. Railway board's policy has been applied by the administration in such a way, as would benefit the gazetted officers only and adversely affect the subordinate staff in general. Free quarters to all menial staff, although sanctioned by the railway board three years ago, has not been given effect to by the administration up to date. It has just come to our notice that some of the menial staff who are actually occupying railway quarters have been exempted from paying rent with effect from 1st October, 1929. But the condition of the others who have not been provided with railway quarters remains unchanged.

Similarly, orders given by the administration are often misinterpreted and misapplied by district officers. Arbitrary orders are issued by district officers, against any orders or intention of the administration, a case in point is that of the orders by the district traffic superintendent, Lalmonirhat and district traffic superintendent, Katihar, on guards to go on duty even with sickness; the orders had had to be rescinded and re-issued in a modified form later on under the pressure of the labour union.

The attitude of the district officers goes to impair the morale of subordinate officers lower to them, who in their turn take the advantage of the arbitrary methods and become practically oppressive to the staff under their supervision.

## MEMORANDUM ON QUESTIONNAIRE.

### I.—Recruitment.

3. (i) Existing methods of recruiting men for workshops, after training from railway technical school, are not always satisfactory, because the Anglo-Indians who pass the same standard of examination, are appointed on better status and pay than the Indians. Similar invidious distinctions are made in appointing men from outside. In the loco. department, in appointing apprentice firemen, Indians are invariably recruited in class I, beginning with pay of Rs. 13 and rising to Rs. 19 in 6 years, whereas the Anglo-Indians are placed in class III beginning with the pay of Rs. 50 rising to Rs. 90 in 6 years. Similarly the Indian drivers, begin with the pay of Rs. 34 rising up to Rs. 62 in 12 years, whereas Anglo-Indians begin with Rs. 90 rising up to Rs. 170 in 12 years. So the special grade appointment of Rs. 140 to Rs. 220 falls to the lot of Anglo-Indians only.

In the traffic department, there is a "Selection committee." This committee has got no fixed constitution to select men, in appointing men 99 per cent. of the Anglo-Indians and Europeans get the preference of being appointed on higher pay.

Claims of qualified Indian employees' sons are also grossly neglected. Anglo-Indians and Europeans are always appointed on very much higher pay. On passing, the trains passing, coaching and goods examination, they are given charge of important stations, on grades of Rs. 400, in preference to qualified senior Indian station masters who work from the lowest rung of the ladder.

(ii) and (iii) At present, we require a mixed board in the selection committee, consisting of officers and representatives of employees nominated by trade unions to select candidates, weighing their qualifications without a racial bias. This association does not favour the establishing of public employment agencies, as they do not afford ample facilities for acquiring railway techniques. There should be schools maintained and managed by railways at central places, with boardings for rendering adequate general education along with vocational training, pertaining to railway service. These schools should be treated as centres from which men for the railway should be recruited. Sufficient facilities should be afforded to the children of the employees for being trained in those schools.

7. (i) Unemployment in Bengal is very heavy. Most of these unemployed men are literate. Men of other provinces are provided with appointments in Bengal, whereas Bengalis are not provided in other provinces.

(ii) Dismissal. Men in good numbers are being thrown out of their jobs all round the year, for causes not known to them, and they are not given any opportunity to know their fault. Those men are served with a month's notice in terms of "Service Agreement".

Retrenchment. A large number of workmen especially trained for railway work are thrown out of employment every year, as soon as the busy season is over, and periodically when a construction work of a new branch line is completed. Statistical information on this subject may be available from the administration.

(iii) Distress of the men who are thrown out of employment by retrenchment and on cessation of construction works, may, to a certain extent, be alleviated if a roster is maintained of those men with an assurance that the period of unemployment will be treated as leave without pay, and that they should be recalled to duty on the first opportunity presenting.

(iv) There is no unemployment insurance in India. Taking into consideration the present unemployment question, it is highly desirable that unemployment insurance should be established.

## II.—Staff Organization.

(ii) Managing staff are selected either by promotion from the lower grade or by direct recruitment from outside. In the traffic department, selection is made by staff selection board (referred to against questionnaire I (3) (i) as "Selection Committee"), consisting of two deputy traffic managers, one assistant traffic superintendent in charge of establishment and a co-opted district traffic superintendent; in other departments by the head of the departments or in some cases by district officer.

Favouritism and nepotism are very conspicuous in the matter of selection of managing staff. For further remarks *vide* answer under the heading "racial discrimination". (Supplementary Memorandum).

12 There are special arrangements for workshop apprentices. There is a train passing training class where probationers are trained after appointment. Probationer guards and apprentice traffic inspectors, permanent way inspectors, train examiners, mechanical signal inspectors, block signal inspectors are given practical training in the work after which they appear at departmental examinations.

(i) Outside agencies such as telegraph, coaching and goods training schools are recognized by the administration. Qualified students from these schools are admitted into the railway service.

(ii) There are no facilities.

13 (i) Not satisfactory, workmen are subjected to various harassments by the managing staff if they fail to satisfy the caprices and whims of the managing staff in addition to their performing legitimate duties. Disciplinary action is very often taken against staff by the district officers on the report from the managing staff without giving such staff sufficient chance of defence. Instances are not rare when staff complained against the managing staff for ill-treatment, but district officers did not make any attempt at any impartial enquiry, but decided the case on the version of the managing staff.

(ii) Works committees were started in Kanchrapara workshops, but were not successful, as the workers' points of view were hardly considered.

(14) (i) In the workshops, time-keepers are employed for recording the attendance, by issuing tickets at the gate. In the engineering department, attendance of gang khalashis are kept by time-keeper. In other departments attendance is kept by managing staff.

(ii) Wages are paid by the pay clerk in presence of managing staff on some appointed dates.

### III. Housing.

16. There are 51,600 employees, excluding clerical and supervising staff, of whom about 18,000 or nearly 35 per cent. are housed by employers, 33,400 approximately by private landlords, 100 approximately by workers themselves.

17. Land is ordinarily acquired by the railway for the purpose of building staff quarters, but not for leasing it to the workers for erection of houses for their own dwelling. At Kanchrapara, an extensive area of land was acquired at the expense of the state, for the purpose of building a model colony for the workmen and superior and subordinate officers. Adequate residential buildings with roads, water, electricity and all amenities of life have been completed for the superior and subordinate employees, but very little has been done towards providing accommodation for the workmen. After the amenities for the superior and subordinate staff have been fully provided, activities of the railway administration have stopped and a large area of land, called the Dangapara area, is lying unutilized. The administration seems to be prepared to let out the land in small plots to workmen for building houses for themselves. But the workmen do not find it suitable for them to run to the expenses of building their own houses, when their services are not secure, and as long as they will not be eligible to sub-let the houses or sell out the houses and to acquire tenancy right on the land.

No concession in respect of building materials, roads, drainage and watering has been offered by the administration with a view to induce workmen to erect their own dwelling.

18. (i) and (ii) Adequate accommodation in relation to workers' demands is not provided. The following types are provided for the workmen :—

“ W ” type—2 main rooms, 11 feet 6 inches by 10 feet by 11 feet high.

(For subordinates on emoluments of Rs. 80 to Rs. 199 married.)  $\left. \begin{array}{l} 1 \text{ verandah, 23 feet 10 inches by 6 feet by 10 feet high.} \\ 1 \text{ cook room, 9 feet by 7 feet 3 inches by 8 feet 2 inches high.} \\ \text{Court yard, 15 feet 9 inches by 15 feet.} \\ 1 \text{ latrine.} \end{array} \right\}$

“ T ” type—2 main rooms, 10 feet by 9 feet by 8 feet high.

(For workmen on emoluments of Rs. 31 to Rs. 79 married.)  $\left. \begin{array}{l} 1 \text{ verandah, 10 feet by 4 feet by 8 feet 6 inches high.} \\ 1 \text{ kitchen, 10 feet by 5 feet 1 inch by 7 feet high} \\ \text{Kutchra floored courtyard, 15 feet 4 inches by 10 feet.} \\ 1 \text{ latrine.} \end{array} \right\}$

Special “ T ” type—Same as above except that the flooring is pucca.

(For workmen on Rs. 31 to Rs. 79 married.)  $\left. \begin{array}{l} \text{Same as above.} \end{array} \right\}$

“ S ” type—1 main room, 10 feet by 9 feet by 8 feet high.

(For workmen on emoluments of Rs. 30 and under.)  $\left. \begin{array}{l} 1 \text{ verandah, 10 feet by 4 feet by 8 feet 6 inches high.} \\ \text{Court yard, 10 feet by 10 feet.} \\ \text{No kitchen, no latrine.} \end{array} \right\}$

“ R ” type—1 main room, 10 feet by 9 feet by 8 feet high.

(For gangmen and gatemen at level crossing.)  $\left. \begin{array}{l} 1 \text{ verandah, 10 feet by 4 feet by 8 feet 6 inches high.} \\ \text{No courtyard.} \\ \text{No latrine.} \end{array} \right\}$

The above accommodation falls short of workers' demands inasmuch as the quarters, although meant for married employees, do not provide the necessary space or living with decency and comfort.

The plinths being 2 feet 6 inches from the ground level, which in most places not being above highest flood level, the houses are damp and insanitary. The E.B. Railway passes through low lying marshy lands for the most part of its length and therefore calls for higher plinths for the staff quarters.



(iii) Windows in the above mentioned types being small and not being placed to secure cross ventilation, the rooms are not airy, specially as the cubical area of the rooms falls short of necessary air space, except in "W" type. Kitchen being attached to the verandah adjoining the living room, smoke enters the living rooms and thus makes them insanitary. It is more so in the case of the "S" and "R" type of quarters in which no kitchen is provided and a portion of the verandah is consequently used as a cooking place. As the women of Bengal observe purdah, the courtyard provided in the quarters is deplorably insufficient for the female inmates of the employees.

There is a large number of quarters built back to back, and therefore do not admit of any windows at the back. These are insanitary, and the administration also appears to consider them so, but does not agree to replace them with more sanitary quarters on the plea of dearth of adequate funds at its disposal.

In the "W" type quarters, although it has been agreed to by the administration to provide electric lights, where electricity is available, these have not been provided with electric lights on the score of want of funds.

Water must be drawn from a well provided for a group of quarters, but where piped water is supplied, it is done so through a water saving device called scoops. For quarters below the type of "W," two scoops at one hydrant are provided for every six units of quarters and for "W" type of quarters, two scoops for every four units. The rate of supply through these water saving devices is 50 gallons per diem per unit of quarters. This is considered to be quite inadequate for bathing, washing, culinary and drinking purposes in this tropical country.

The above is, however, the declared policy of the administration, but actual conditions fall far short of the above mentioned provisions in respect of water supply.

For workmen living in "S" and "R" type quarters latrines are provided away from the quarters. The latrine accommodation at most places is not considered adequate and sex decency is not always provided for.

19. Accommodation where provided is fully utilized by workmen. Available accommodation is not, however, given for the utilization of railway workmen only; but other departments of Government such as postal and police, railway refreshment room contractors, e.g., D. Sorabjee & Co., and contractor's coolies have been fully provided for in preference to railway's own employees.

20. Rent for "W" type quarters is Rs. 7-8 annas per mensem; rent for "T" type quarters is Rs. 4 per mensem; rent for "S" type quarters is Rs. 1 per mensem; rent for "R" type quarters is 8 annas per mensem.

21. The administration has in recent years (after 1928) made it a plea that it is not obligatory with it to provide quarters where private enterprise exists. Thus the private enterprisers taking advantage of a large number of railway staff requiring private houses for their accommodation, demand abnormal rates and exploit the meagre income of the employees to their best advantage.

Due to transferability of services the employees do not find it to their advantage to build quarters for their own at any place.

22. The housing condition, in so far as the present accommodation is concerned, is demoralizing. The man who has to serve 30 years of his adult life must of necessity live with his wife and children, and it can very well be imagined with what moral decency the family with adolescent children can live in the quarters which consist of one room for the low-paid and two rooms for the comparatively highly paid staff. It is suggested for the moral benefit of the staff to provide a minimum living accommodation of two rooms, with a verandah outside to serve the purpose of receiving guests or occasional callers, and to provide an open air sitting place. The quarters should be properly lighted and ventilated, and provided with high plinths and pucca floor, more spacious courtyard and water taps inside the quarters where piped water is supplied. The accommodation should vary according to varying status of the employees.

#### IV.—Health.

23. General health condition of workers is not good. One-fifth of the staff suffers from malaria. There are places where cent. per cent. of the staff suffer from malaria. There are other diseases prevalent—kala-azar, rheumatism, gout, tuberculosis, hookworm, chronic dyspepsia, blackwater fever. Over 50,000 cases of sickness are reported during each year.

(i) and (ii) Statistics re mortality, birthrates and infant mortality may be had from the administration.

(iii) (a) In most cases the condition of the place where staff work is not satisfactory, there is much room for improvement. Demands for improvement are made on the administration, but on the plea of want of funds, desired improvement is not made.

(b) In the residential quarters provided by the administration, staff cannot get proper air and light. Most of the houses are placed in barrack form. Kitchens are attached to bedrooms, which causes smoke nuisance. Cases were also reported when workers died of gas poisoning. 65 per cent. of the staff for whom no quarters have been provided are compelled to live in hired private houses, and as cheap houses are sought for, due to low wages, hygienic condition of living cannot be availed of. Health of the staff deteriorates to a great extent due to want of proper housing arrangements.

(iv) Wholesome food cannot be availed of—(1) due to low wages; (2) due to men being posted at places where nothing can be had locally, and no facilities afforded by the administration to supply them; (3) Milk, a nourishing diet both for adults and children, is unobtainable at many places except at high cost. Keeping of cows by staff is discouraged by the administration; no cowshed is provided by the railway, and if any is erected by the staff, it is dismantled, being an unauthorized structure.

(v) Physique generally is not good, due to whole of Bengal and Assam being extremely malarious.

24. (i) The medical department of this railway is divided into four districts, each under a district medical officer of British qualification; under the district medical officer, assistant surgeon, sub-assistant surgeon with dispensaries or hospitals are placed at important centres. Travelling sub-assistant surgeons are also placed at different places. Facilities allowed for their journey are limited owing to limited number of trains. Provision of trolley to travelling sub-assistant surgeons is denied. This has caused much inconvenience to the staff, as the travelling sub-assistant surgeons cannot attend cases in time. The staff have either to be left without medical aid or they are to defray considerable extra expenses to get outside medical help, if available.

There are 12 railway hospitals, 7 subsidized hospitals and 28 dispensaries. None of these hospitals has got any female ward. The arrangements are not up-to-date nor are the hospitals fully equipped. There are certain classes of workers who are not attended to by the doctor, unless they are provided with a memo from the managing staff.

(iv) There are no woman doctors, trained midwives or dais, although the employees' organization has been pressing for these for a long time. There is a European nurse at Saidpur, Kranchrapara and Sealdah. These European nurses are of little or no help to the Indian workers.

25. Generally the existing arrangement is helpful only in ordinary cases. In serious and chronic cases the arrangement and equipment are neither adequate nor available. There are no female wards in hospitals, nor cottages at every hospital to stay with guardians or attendants.

In labour cases or in female diseases, present arrangement is wholly inadequate, and as such not availed of by staff.

26. (a) Sanitary arrangements are far from being satisfactory. In workshops there are still some of the sheds which are ill-ventilated and ill-lighted, and there are no sheds at all at places where workmen have to work under all conditions of weather. At many stations, there are borrowpits within station precincts allowing free breeding of mosquitoes. At ghats sanitary arrangements are anything but desirable. Steeping of jute alongside the line and presence of water hyacinth in railway borrowpits are sources of diseases to work people.

Sporadic attempts are made to improve these conditions, but often futile. Administration does not give sufficient care at the time of construction of quarters. Economy seems to be observed at the sacrifice of sanitary arrangements.

(b) Those staff who can afford to defray extra expenses of paying for sanitary staff can keep their home in sanitary condition. Ordinary workers whose wages are generally low cannot afford to pay extra money for sanitation, so their places remain insanitary. 65 per cent. of the employees live in private houses in insanitary localities.

(i) Latrines are provided in the quarters of subordinate employees. No latrines are provided in the quarters of menial staff. Common latrines are provided for them, but there is no separate and isolated arrangement for females in most places. At present owing to intense unemployment difficulties, men from middle class respectable societies are joining the rank and file of the railway services. Female members of their family find it difficult to use the common latrines. Demand was made to provide latrines in their quarters, but it has not been complied with.

(ii) Arrangement for the supply of drinking water is very unsatisfactory. Reference may be made to replies under "Terms of Reference" (a) Health.

(iii) In the types of quarters superior to "S" and "R" *vide* answer to question III (18), a platform for bathing and washing is provided, but no water. For menial staff no arrangement for bathing and washing is provided. Common bath is also not provided. Dhobi ghats are provided for European colonies, but no such arrangement exists for Indian colonies. For the European and Anglo-Indians there are swimming baths at Kanchrapara, Saidpur and Paksey. For the Indians there are no such amenities provided.

27. Station committees are formed at different centres, consisting of officers and a few managing staff. This committee is not a real representative committee of staff and hence the workers' point of view is not considered. Recommendations made from time to time by these committees are seldom complied with and funds provided.

29. (i) Statistics of industrial diseases are not available.

(ii) Cholera, malaria, hookworm and other tropical diseases are widely prevalent. *See* replies to Terms of Reference (a) Health.

30. (i) Sickness insurance is desirable in a suitable form. The contribution by the industry and the Government should cover seven-eighths, and one-eighth should devolve on the employees.

(iii) Very few men refuse to accept Western medicines in the railway industry. Railway labour in general is not migratory, and if adequate wages are given, labour after recruitment will stick to the industry.

#### V.—Welfare (other than Health and Housing, but including Education).

32. (i) Institutes, sports, staff welfare committee exist on the E. B. Railway

*Institutes.*—Official control is largely exercised. Constitution is sometimes ignored which hampers smooth working. One-sided decision is sometimes made by the agent at the request of local officer, who is chairman of the institute. Thus the welfare side of the staff is subverted. There is no principle laid down as regards sanction of grant-in-aid to the institutes. European institutes are given more money than the Indian institutes, although the members in Indian institutes are larger than in the European institutes. European institutes with membership of 820 are given Rs. 6,000 as grant-in-aid, whereas Indian institutes with membership of 6,944, are given only Rs. 6,540. (*See* replies under the head Racial Discrimination).

*Sports.*—Sports are encouraged at district headquarter stations by local officers. There is no facility for the staff working at intermediate stations. There is an All-India sports officer attached to the railway board, who is seen once or twice to organize sports on the railway. The question of allowing facilities to the children of railway employees for sports is not seriously considered. The equipment of Indian institutes with necessary accessories and provision of suitable grounds for encouraging sports for the children is neglected. Instances are not rare when the staff are denied leave to join sports.

*Staff Welfare Committee.*—The staff welfare committee has been introduced in the traffic department only. The activities of this committee are not satisfactory. The district officers preside at this meeting. Some officers do not allow free discussion. There are instances when the chairman of the committee threatened members and treated them most unmannerly. Staff are also punished for openly speaking or criticising action of officers in matters which affect the interests of the staff in general.

33. There is one welfare officer appointed in the traffic department only who has got other duties as publicity officer. There are no other workers. The publicity officer is more engaged in publicity work and thus welfare work is practically neglected. Unless and until a wholetime welfare officer assisted by a band of workers is appointed, there cannot be any marked improvement.

34. (a) Establishment of co-operative stores is nowadays not encouraged. The concession now allowed to Kanchrapara co-operative stores is very meagre. Unless free carriage of goods is allowed, as in the case of D. Sorabjee & Co., refreshment room contractors, the difficulties of staff cannot be redressed. One co-operative credit society has been established since 1915, and this society has given considerable relief to staff. There is still room for improvement. There should be branches at district headquarters which will minimize the difficulties experienced by the staff now.

(b) Nil.

35. No appreciable or tangible results have been achieved except in the co-operative credit society.

36. (i) There are night schools for adult workers at Chitpore, Naihati, Rajbari, Santahar, Parbatipore, Lalmonirhat, Katihar, Amingaon and Dacca under the supervision of local railway authorities. The working of these schools is not satisfactory. There cannot be any satisfactory result unless the schools are placed under educational experts.

(ii) There are four schools maintained by the railway for the children of Anglo-Indian and European employees, and six others to which is granted monthly grant-in-aid and/or monthly capitation grant of Rs. 2 per child, but no schools for the children of Indian employees are given any monthly grant-in-aid. Parental assistance is also granted to European and Anglo-Indian employees for educating their children in 12 hill schools. This assistance is denied to Indian employees. The capitation grant given to Indian schools varies from 8 annas to Re. 1 per child. (See also replies under the head Racial Discrimination—Supplementary Memorandum) Facilities for passes are granted to the children of employees for coming and going to schools during holidays.

To avoid the glaring discrimination in the treatment of Indian and European employees in the matter of educational facilities a policy has been enunciated that the same treatment will be meted out to staff of all communities for educating their children stationed at places where they cannot obtain education of the requisite standard locally and are obliged to send their children to boarding schools, the education being limited to the primary and middle standards. By this policy the Indian staff will be worse off, as middle standard of Bengal schools is only the middle English school standard which is not the requisite education aimed at, and further there are no middle English schools in Bengal which have boardings attached and termed as boarding schools.

37. The rate of gratuity should be increased from a half a month to one month's pay, as the existing system barely leaves anything for old age after meeting the liabilities incurred during service period. A lump sum amount, not less than 12 months' pay should, be paid to staff as compensatory gratuity to make good the income he would lose by premature retirement, which in most cases is due to disability caused by constant living in bad and unhealthy climates and working under unfavourable conditions and for which no provision is made in the Workmen's Compensation Act.

38. Employees' organizations seek co-operation with the administration but such co-operation is seldom encouraged.

## VI.—Education.

40. (i) E. B. Railway administration has made elaborate arrangements for the education of the children of the European and Anglo-Indian employees, but very meagre for the children of the Indian employees—*vide* 36 (ii) and supplementary memorandum.

(iii) Night schools are maintained by the loco. department only, at different centres—*vide* answer to question 36 (i).

41. There is a school at Kanchrapara for training workshop apprentices, approved by a board of control. There is a training school at Chandausi for employees of all railways, but only a selected few are sent by the administration to this school. There is a training class for approved apprentices of the traffic department for acquiring knowledge in train passing, rating and routing.

42. Effect of education has increased efficiency and made a deep impression upon the staff for a better standard of living. Growth of efficiency is stunted for want of proper facilities afforded to them to hold posts of higher responsibilities.

## VII.—Safety.

43. There are various orders to ensure safety of employees.

44. In spite of orders to ensure safety of employees while engaged in shunting operations, sometimes staff are forced by the managing staff to work against orders and risk their lives in the attempt to minimize the time which would require to finish the work of forming a train, and to despatch the train quickly. If any one disobeys orders of the managing staff, who are more interested in earning credit by quicker transport than in the safety of the staff, he is seriously punished.

The goods train guards have complained to the authorities that their safety is endangered by introducing some new improvised brake vans, but the administration on the plea of scarcity of brake vans has not yet condemned them. Some accidents have also been reported by guards, while working in this type of brake van.

The two side walls of the Indian guards' running room at Diamond Harbour have been cracked but the administration has forced the Indian guards to occupy the cracked house.

Poradah station platform is reported to be not safe and a railway man was injured by a fall, still no improvement has yet been made.

The crew staff are prohibited by rules from travelling on the foot board of a moving train, but the crew officer would punish the staff for failing to check all the compartments, which is impossible without moving along foot boards.

45. Causes of accidents are of varying nature.

46. Safety First propaganda should be made by giving lectures to all staff of the railway, as well as by issuing orders to the managing staff to see that no orders are issued to their subordinates which would endanger their lives.

48. First Aid lectures are given to staff. First Aid boxes are generally provided in brake vans of mail and through passenger trains. Local train brake vans are scarcely provided with First Aid boxes. There are relief trains at principal loco. running-sheds, which have ambulance vans attached to them.

49. There should be regulations so that officers while inspecting the places of industries should make it a point to inspect the conditions of working and to see whether the rules for the safety of the workers are strictly adhered to. There should be regulations to punish managing staff who overlook or over-ride the rules of safety.

50. Ballast train guards and engine staff are sometimes ordered to work more than 12 hours, guards and drivers of van goods shunting trains have usually to work for more than 20 hours at a stretch. There have been cases of accidents and averted accidents due to fatigue and overwork of the train staff.

Station and running staff when sick cannot be off their duty until relieved and sometimes relief does not arrive within a day or two of their reporting sick. In such cases there is possibility of accidents.

There are several yards, e.g., Lalmonirhat, which are insufficiently lighted, and there being presence of ditches and drains inside the yard, safety of the staff is often endangered.

There are numerous infringements of standard dimensions, absence of isolation of roads at many of the run-through yards, want of protection of shunting jamadars and pointsmen from inclemency of weather and from attack of wild animals, which generally affect safety of the workmen.

### VIII.—Workmen's Compensation.

51. (i) The Workmen's Compensation Act is in force on this railway. This railway passes, for a certain length of it, through the Cooch Behar State, but for accidents occurring in that territory no compensation is paid, as the Act has no jurisdiction in the native states. Provisions of the Act should be extended all over the undertaking, whether in the British or native states territory, inasmuch as the services of the staff are transferable from the British to the native states territory and vice versa.

(ii) Claims of compensation decided by the administration were sometimes found not adequate. Administration made attempt to induce workers to accept less compensation but had to pay more under decree on appeals to the Commissioners. Appeals to Commissioners are not always possible, as majority of workmen are ignorant of the Act. In some cases when Employees' Organization took up cases of its members, they got their proper compensation. The notice of offer should make it clear how the administration arrives at the offer of compensation and give the party sufficient time to consider whether he would accept the offer or would prefer claims, instead of trying to influence the party on false hopes.

(iii) Payment of compensation to the workmen has made the industry to a certain extent popular and the administration too has been more careful in taking measures of safety to avoid accidents.

(iv) Organized labour appreciates the value of insurance, but for want of facilities from administration no headway could be made.

(v) Compulsory insurance is advocated provided that the wages are adequately increased to enable staff to pay premiums, and that safeguards are provided for security and continuity of service.

53. (i) Scales of compensation should be fixed on the line as prevailing in British railways.

(ii) The existing condition is defective; it requires modification as indicated in the reply to question (51) (i). Living in unhealthy places such as Duars, and Assam where kala-azar, malaria, and other fatal diseases are prevailing should be considered as one of the conditions governing grant of compensation.

(iii) On the E.B. Railway the following cases should be included in the schedule of industrial diseases as the disability is practically due to the unfavourable condition the workers are subjected to work :—kala-azar, blackwater fever, tuberculosis, piles, pyorrhœa, and defective eyesight as a result of working over-night in trains and in dim lights. No light is provided in the brake van of the goods train ; the guard has to depend on hand signal lamps to read and write and to prepare his reports to be submitted immediately on arrival at destination. Failure to submit this return immediately on arrival of the train is considered as a serious offence.

(iv) The present machinery of administration for workmen's compensation is not suitable. There should be Commissioners for Workmen's Compensation Act at every district headquarters. District and sessions judge of each district should be appointed as Commissioner for Workmen's Compensation Act.

## IX.—Hours.

### (c) Railways.

#### *For Running Staff under Traffic Department.*

73. *Hours worked per week and per day.*—(i) Normal, i.e., as determined by custom or agreement. No fixed hours of duty.

(ii) Actual, i.e., including overtime. No fixed hours of duty.

(iii) Spread over, i.e., relation between hours worked and hours during which worker is on call. At any time of 24 hours.

74. *Days worked per week*—Seven days.

75. *Extent of application of International Labour Conventions relating to.*—(i) Hours ; (ii) rest days. Not introduced yet.

76. *Intervals.*—(i) In relation to fatigue. Nil ; (ii) in relation to workers' meal time. Nil ; (iii) number of holidays given. Nil.

#### *Running Staff under Locomotive Department.*

73. (i) Per day 8 hours ; per week 56 hours.

(ii) Per day 12 hours ; per week 84 hours.

(iii) Worked 8 hours ; 16 hours at call.

74. Seven days.

75. Not introduced yet.

76. (i), (ii) and (iii). Nil.

#### *Station Staff.*

73. (i) and (ii). Per day 8 to 12 hours ; per week 70 hours.

(iii) Worked 8 to 12 hours ; on call 12 to 16 hours.

74. Seven days.

75. Not introduced yet.

76. (i), (ii) and (iii). Nil.

#### *Men engaged in construction of railway under the Engineering Department.*

73. (i) and (ii) Per day 8 hours ; per week 52 hours.

(iii) Eight hours worked ; 16 hours on call.

74. Seven days.

75. Not introduced yet.

76. (i) (ii) and (iii). Nil.

#### *Men engaged in the Traffic Workshops under the Traffic Manager.*

73. (i) Weekdays—10 a.m. to 5 p.m. ; (ii) Saturdays—10 a.m. to 2 p.m.—Per day 7 hours ; per week 39 hours.

(iii) Worked 7 hours ; on call 17 hours.

74. Six days.

75. Not introduced yet.

76. (i) and (ii). Nil.

(iii) Twenty days.

*Men engaged in Electric undertaking under the Deputy Locomotive Superintendent.*

73. (i) Per day 8 hours ; per week 56 hours.

(ii) Per day 10 hours ; per week 70 hours.

(iii) Men are worked by shifts.

74. Seven days.

75. Not introduced yet.

76. (i), (ii) and (iii). Nil.

*Men engaged in Telegraphy and Telephone Installation under the Signal Engineer.*

73. (i) and (ii). Six to 11 and 14 to 20 hours.—Per day 11 hours, per week 66 hours. Men engaged in block signal.

Eight to 16 hours.—Per day 8 hours, per week 56 hours.—Men engaged in mechanical signal.

(iii) Worked 8 hours. On call 16 hours.—Men engaged in block signal.

Worked 11 hours. On call 13 hours.—Men engaged in mechanical signal.

74. Seven days.

75. Not introduced.

76. (i) and (ii). Nil.

(iii) Fifteen days.

*Men engaged in building, road, bridge, drain, well, etc., i.e., in masonry work under the Executive Engineer.*

73. (i) Nine hours to 17 hours.—Per day 8 hours ; per week 56 hours.

(ii) Per day 8 hours ; per week 56 hours.

(iii) Eight hours worked ; 16 hours on call.

74. Seven days.

75. Not introduced.

76. (i) and (ii). Nil.

(iii) Fifteen days.

*Men employed in Signal Workshops under the Signal Engineer.*

73. (i) and (ii) Week days—8 a.m. to 12 noon ; 1 p.m. to 5 p.m. Saturdays—8 a.m. to 12-15 p.m. ; 12-30 to 2 p.m.—Per day 8 hours ; per week 45½ hours.

(iii) Nil.

74. Six days.

75. Not introduced yet.

76. (i) Nil.

(ii) One hour on week days and ½ hour on Saturdays.

(iii) Fifteen days.

*Men employed in Locomotive and Carriage Workshops under the Locomotive Superintendent.*

73. (i) Week days—6.30 to 10.30 ; 11.30 to 15.30. Saturdays—6.30 to 12.30.—Per day 8 hours ; per week 46 hours.

(ii) Per day 10 hours ; per week 60 hours.

(iii) Nil.

74. Six days.

75. Not yet introduced.

76. (i) Nil.

(ii) One hour.

(iii) Twenty holidays.

*Flotilla Staff.*

73. (i) and (ii) No fixed hours of duty.

(iii) At any time of the 24 hours.

74. Seven days.

75. Not introduced yet.

76. (i), (ii) and (iii). Nil.

**XII.—Wages.**

96. (i) The prevailing rates of wages are varied for the various nature of work performed. For semi-skilled labourer, whose wages are comparable with the wages prevailing in surrounding agricultural areas, the average wages are Rs. 20 per mensem, and no other direct or indirect earnings.

(ii) For semi-skilled agricultural labour in the surrounding areas, the wages for a man are 12 annas per diem (sometimes 8 annas plus 2 meals) and he earns another 6 annas by overtime work in the field or looking after his own farming and undertaking some small industries in the evening. So his wages are Rs. 22-8 annas and average earnings Rs. 30 per month.

(iii) In the industry the difference is nil. In the surrounding agricultural area, the difference is nearly Rs. 8 per month. It is due to this disparity in railway wages and the wages prevailing in the surrounding agricultural area, local (Bengali) labourer, both unskilled and semi-skilled, is so scarce on the E.B. Railway.

97. (i) The wages were last revised in the year 1920 and increases in wages were, in some cases, to the extent of 50 per cent. of the then rates and in most cases below 50 per cent.

(ii) The increase was due to post-war increase in the cost of living.

(iii) Prices and cost of living on all directions have been double the rates obtaining in pre-war days but the wages have been increased to the extent of 50 per cent. or less.

(iv) In 1920, when the wages were last fixed, the E.B. Railway was working at a loss and the loss that year was Rs. 3,48,883. The profit and loss in the succeeding years have been as follows :—

Years.					<i>Profit.</i> Rs.	<i>Loss.</i> Rs.
1920-21	..	..	..	..	23,69,352	—
1921-22	..	..	..	..	—	94,45,214
1922-23	..	..	..	..	—	78,90,938
1923-24	..	..	..	..	—	18,84,796
1924-25	..	..	..	..	16,36,656	—
1925-26	..	..	..	..	10,12,749	—
1926-27	..	..	..	..	71,71,466	—
1927-28	..	..	..	..	75,78,348	—
1928-29	..	..	..	..	54,67,023	—

Wages have not been increased in relation to the profits made.

101. (i) Wages are not fixed by any negotiated agreements.

(ii) Wages are fixed by some arbitrary and questionable means, but not on the basis of the cost of living and social status of the class of man from which the staff are recruited.

102. Basis of payment for overtime and Sunday work is divergent with different classes of employees :—

Traffic running staff get mileage allowance for long run and allowance on hour system on short branches. (Eight hours = 100 miles).

Loco. drivers and firemen get an allowance of one day's pay for each 100 miles run with traffic trains, light or attached engines, or when acting as pilot to another driver. This covers all detentions, shunting at roadside stations and running time up to a total of eight hours. Any time on duty over eight hours are paid for at the rate of one-eighth of a day's pay for every hour worked and are in addition to the mileage run. Drivers and firemen working local trains are given a mileage allowance of 30 miles per day in addition to actual mileage run.

Engineering gangmen, khalasies and mistries when required to work overtime between 19 and 6 hours of the day are granted extra pay at 1½ pie per rupee of monthly pay for every hour worked.

In the workshops when workmen are required to work on Sundays, they are allowed an extra day's pay.

Station and stationary staff are not allowed any allowance either for overtime or Sunday work.

103. No standardization has so far been aimed at by the administration, as wages for some kind of workman vary in different departments.

105. It is considered desirable that a wages board should be set up on the lines of the National Wages Board established in England.

106. (i) Not more than one-eighth of monthly wages is inflicted as fine on an employee but due perhaps to public criticism on the undesirability of reduction of wages of the employee, the punishment by inflicting fines, for which a separate account



is maintained and available for public review and criticism, is in the recent years less resorted to. But another form of punishment more damaging and more detrimental to the interest of the staff, is generally made use of, viz., by reduction of pay for a number of months or stoppage of promotion for a number of years.

(ii) Other deductions are :—(1) The income tax where annual emoluments are Rs. 2,000 or over. In the calculation of annual emoluments, allowance earned by running staff for mileage worked is included on this railway ; but it is not done so on the D.H. Railway. (2) One anna stamp fee for any payment of Rs. 20 or over. (3) Compulsory deductions from all literate employees on a salary of Rs. 25 and over as a subscription for the maintenance of institute, where it is provided. (4) One-twelfth of the pay as subscription to the State Railway Provident Fund. (5) Debits imposed on station clerks, for undercharge or mistake in tally, which are unavoidable in the working required in haste and under unsuitable arrangements.

*Note.*—Many mercantile firms in Calcutta pay the first two items of charges on behalf of the employees.

(iii) Fines are utilized (1) for grants-in-aid and occasional help to the institutes ; (2) for Christmas merriments to European and Anglo-Indian children and some of the Calcutta hospital nurses ; (3) garden parties for Calcutta staff, and the like. In fact, the fine is not utilized for the exclusive benefit of that class of employees from whose wages the fines are deducted.

The grants-in-aid to institutes are not made in the proportion of numerical strength of members of different institutes.

The fines should be administered by an executive committee consisting of a few officers and a number of representatives of the staff.

(iv) It is desirable that there should be legislation prescribing when a fine should be inflicted and that harsher punishments should not be introduced only to avoid fines. The fines which mean a reduction in the employees' wages should be resorted to with the greatest discretion.

The fines should be utilized for the benefit of the classes and categories of employees to the extent and in the proportion that each class and category is affected by the imposition of fines.

107. (i) Wages of all classes of staff whether monthly rated or daily rated are paid monthly.

(ii) The prescribed rules on this railway permits of periods elapsing before payment, varying from 7 to 20 days, for different classes of staff. But cases are not infrequent when the roster is not strictly observed and there is often a delay in payment up to even 25 days.

This is a great drawback in the system which causes untold of hardship amongst the staff.

(iii) Legislation is required to ensure payment within seven days after the end of the calendar month. Large employers of labour in other industries do not find it difficult to make even weekly payments to their staff. The postal department whose jurisdiction extends all over India and Burma and to the remotest corner of the land, arrange to pay their staff in the first week of the month. It must be possible for the railway also to make suitable arrangements, either by authorizing the staff to draw their salary from station earnings on the authority of pre-audited salary bills or from remittance of adequate cash by cash-sirkars. The salary bills are, under the present practice, prepared and audited some days before the expiry of the month.

(iv) Under the present practice, unclaimed wages are credited to the earnings of the railway. It is suggested that these should be credited to a special suspense head, and after lapse of three years from the date of payment due, the time-barred amounts should be credited to staff welfare fund and to be administered by a mixed board of officers and workmen as suggested in answer to question 106 (iii).

108. Indebtedness in the industrial area is more acute and more chronic than in villages. Cent. per cent. of the labour staff in the industrial areas are in the iron grips of professional money lenders who lend money at abnormally high rate of interest. Once a man is in the clutches of these usurers, he can hardly come out free. The Co-operative Credit Society established on this railway is however saving a lot of the employees from the hands of the professional Shylocks, but still the staff have not been out of debt, as they cannot save anything from their low wages to meet occasional social demands, expenses for medical treatment of themselves and their family and to meet the hardship caused by delay in payment of wages. More than half of the staff is in the chronic state of indebtedness.

109. No bonus or profit sharing schemes have been introduced on this railway

110. (i) and (ii) About 15 days on the average in a year can be availed of by the staff, as leave, although permissible under rules, can hardly be obtained owing to lack of leave reserves. Workshop staff are not entitled to any leave with pay. Menial staff, other than workshop staff, are entitled to one month's leave, provided no extra expenditure is incurred to the State.

Indian locomotive running staff are entitled to leave for one-eleventh of the period spent on duty, but not more than four months are allowed to be availed of at a time. In addition to the above period 60 days' sick leave on half average pay is countenanced by the administration.

All other staff are allowed leave as per fundamental rules.

(iii) Staff suffer on the average a loss of 15 days' back-lying wages due to leave not granted to them on account of relief not being available.

### XIII.—Industrial Efficiency of Workers.

112. Efficiency of Indian workers has increased in recent years. Due to acute unemployment in the country, educated men who shirked railway service previously are now working on the railway. This efficiency does not find sufficient opportunity of developing due to adequate facilities being denied to Indian staff as regards work of greater responsibility, importance and intelligence.

114. After recruitment in service, due to peculiar conditions of railway service, such as night-keeping, irregular times for meals and rest, and due to want of proper nourishment consequent to low wages, living in small and insanitary quarters, bad climate attended with diseases like malaria, kala-azar, hookworm and tuberculosis prevalent in Lower Bengal and Assam, men deteriorate in physique and in general health, in most cases, after the age of 30.

Excepting a few night schools provided for elementary education of locomotive menial staff, no other facility exists on this railway for the employees to improve their general and technical knowledge. Training in Chandausi School is not accessible to all classes of employees for improving their efficiency.

Railway administration taking advantage of a large number of unemployed educated men in the country, has based the recruitment policy only on supply and demand, and gives no consideration to the social status of the men thus recruited. In consequence, standard of living is sure to be lowered on account of inadequate wages. Lowering down of the standard of living will tell badly upon the efficiency of the staff concerned.

116. Efficient working of the staff depends on the improvements on the following matters: (a) Adequate wages to maintain a standard of living compatible with the present social and official status and with prospects of improvements. (b) Provision of quarters compatible with the social and official status and built under hygienic principle, keeping in view the bad climatic condition of the country, and the low-lying tracts through which the line passes. (c) Provision of educational and training facilities. (d) Opportunities for acquiring knowledge of different phases of working. (e) Careful selection of supervising staff from whom it can be expected that men under them will have opportunities of learning something more than what they know in respect of efficient and methodical working, manners and sobriety.

### XIV.—Trade Combinations.

117. (ii) There are organizations of staff employed, viz., (1) E.B. Railway Indian Employees' Association, (2) Workmen's Union, Kanchrapara.

118. (i) No tangible effect has yet been made for want of sympathy from employers. In some cases the attitude taken by employers towards these organizations is obstructive.

(ii) No appreciable result has yet been achieved.

119. (i) This trade union, which is named the E.B. Railway Indian Employees' Association and registered under the Trade Unions Act, aims at introducing mutual benefit schemes. Death benefit fund has already been started and it is making good results but for want of facilities from employers much progress could not be made.

(ii) Educational propaganda is made. It deals with grievances both of a general nature affecting whole or a class or group of staff, and personally affecting individuals. Only the traffic department of this railway entertain individual grievances, other departments have not yet agreed to do so.

120. (i) E.B. Railway Indian Employees' Association was established in the year 1920 with headquarters at Lalmonirhat in the district of Rangpur. The headquarters have since (from the year 1927) been transferred to Calcutta. The head

office of the association is at present located at No. 2 Huzurimall Lane, Calcutta. It has eight branches located at important centres on the railway. Branches are worked and managed by local committees elected annually and the central is managed by a central council elected annually at the general meeting of members. Annual conferences are held at different centres in different years.

(ii) The E.B. Railway Indian Employees' Association aims at bettering the condition of the workers by constitutional means and by co-ordination and co-operation with the administration. The attitude of the workers to the association is loyal co-operation. Proper control has been exercised over the workers enlisted under the organization. Accounts are audited by Government certified auditor and statements of accounts are submitted to the Registrar of Trade Unions Act, Bengal.

(iii) The attitude of employers towards the trade union organization is not conducive to growth of the trade unions. Trade union organizations are looked upon with suspicion. Devices and schemes to counteract and thwart the growth of trade unionism are aimed at by the introduction of staff welfare committees and the like. The trade unions are never consulted before introducing any new regulation or organization affecting the staff.

121. *Trade Unions Act, 1926.*—(i) Only registration of trade unions has been started.

(ii) No tangible result has yet been achieved. The management has not yet fully recognized the trade union, although it has been registered under the Trade Unions Act of 1926, and has fulfilled the conditions set forth in the said Act.

(iii) Provision of national wages board and joint working committee, and for full recognition of registered trade unions should be made in the Trade Unions Act.

122. (i) There should be a recognized channel to open up negotiation between employers and employed, in absence of which the object of trade unionism fails. The recognized trade unions should be allowed to negotiate with management to discuss and decide questions affecting the interests of workers.

(ii) Results of attempts at co-operations between employers and employed to increase efficiency of production. No attempt has so far been made.

(iii) Position of employees in State industrial concerns in relation to general trade union movement. Position is not yet safe. Employees taking active part are very often looked upon with suspicion. Harassment and victimization are not rare.

#### **XV.—Industrial Disputes.**

123. (i) Since 1921 there have been no strikes or lockouts. In 1920 there were strikes and lockouts at Kanchrapara and Saidpur workshops. Due to ill treatment meted out to workers by the managing staff and failing to get any redress from the administration after representing their case, and when the administration without holding proper enquiry approved the order of the managing staff and punished the workmen, they went on a strike. The administration also later on locked them out.

(ii) The duration was for about three months.

(iii) Agent personally visited Saidpur with an Indian officer and convinced the workers that he would redress their joint grievances; upon this the workers resumed but their leaders were victimized.

(iv) Both the workers and the industry lost many working days. Workers who took the lead were victimized.

124. No conciliatory and arbitration machinery have been established on this railway.

(iv) There should be a joint standing committee consisting of representatives from administration side, public, and workers sides for regulating relations between employers and workpeople.

(v) Opportunities afforded by the administration to represent the cases of employees are very meagre. It is hardly possible for a subordinate employee to interview an officer to represent his case; because an officer is more a man of the office than of the workers. There are restrictions imposed in appeal cases by which a man can approach up to the departmental head and no further, and there are restrictions on time limits. Sometimes the staff are victimized and threatened by the district heads and managing staff if they make any attempt to move the higher authorities to redress their grievances.

(vi) As the trade unionism is growing rapidly in India and workmen have realized the utility of trade combinations and as dispute exists between worker and employers it is highly desirable that some machinery should be established similar to the organization in England to regulate the relation between the employers and the employed.

125. *Trades Disputes Act.*—Not necessary.

126. (i) Outwardly the attitude of the Government to trade combination is sympathetic, but it seems to be always mixed with an amount of suspicion. A police

officer is sent to take notes of resolutions at even working committees' meetings. Although this union desires no secrecy in its activities, it is often disturbed by C.I.D. visitations.

(ii) In case of industrial disputes Government takes the side with the employers and the workpeople hardly get any help from the Government.

### XVII.—Administration.

133. (i) The action taken by the central and provincial legislatures on labour questions is more apathetic than sympathetic. For want of detailed information with the Government, many questions have had to be dropped. Government in many cases, answered that there was no information. Non-official side is rather active, official side is apparently indifferent. In absence of election of members in the central and provincial legislatures from amongst railway working men improvements desired at remain unachieved and unattainable. Members under the present legislative constitution, with brief from workers cannot properly tackle matters in the legislatures, as they are not conversant with railway technicalities.

134. (i) International conventions are viewed by the Government from the employers' angle of vision and are generally opposed by the official benches supported by the European communities who identify themselves with the employers. Washington and Geneva conventions relating to hours of work, although ratified by the Government of India some years ago, have not yet been given effect to. Sickness insurance convention has not been ratified.

(ii) Effects on legislation not appreciable.

136. (i) The special labour office or officer is not in close council with labour organizations, hence his activities cannot be judged. His department functions more as an affiliating body than as an organizing body.

137. As there are no labour legislations in Indian States in like manner as they are in British India, much hardship is felt by workers in Indian States. Government refuse to interfere with the administration of Indian States. As an instance Workmen's Compensation Act passed in British India has not been extended to Indian States and the result is that workmen injured in the territory of Indian States are deprived of compensation, although they are workmen under the employ of the Government of India. In this connection reference may be made to answer to item VIII (51) (i).

139. (i) Staff for factory inspection is not adequate.

(iv) Prosecutions are being made but as the inspection staff is not adequate, the evils are still rampant.

141. *Railways (State and Company).*—Questions affecting personnel are seldom investigated by the administrative office at the origin. The administrative officer depends on the reports of district or junior officers who, due either to inexperience or want of wider outlook and breadth of vision, take narrow views of situations or subjects under investigation. Therefore the decision of the administration is bound to be narrow.

In matters of personal grievances when represented to higher officer, prestige of the officer subordinate to him and against whose action the representation has been made goes a great way with the appellate officer to make a decision. The decision in 999 cases out of 1,000 is that the subordinate officers' orders are to stand or that he cannot interfere with the decision of the subordinate officer.

Appeal against a district officer lies to the head of the department only and no further, and against a head of the department to the agent only and no further.

Recently an officer has been appointed, to deal with personnel matters in agent's office, from amongst senior district traffic superintendents on this railway. Such an officer is not expected to be free from departmental bias and zeal in looking up for and maintaining prestige of his compatriots or colleagues of the past. An exception was taken by this trade union to this selection and it was suggested that an officer from the audit department should be appointed in his place, because, by the latter's function, he is more familiar with interpretation of rules and likely to be free from departmental bias.

In disposal of all matters of staff grievances there should be a mixed appellate board attached to headquarters offices, composed of the personnel officer, a senior officer of the department concerned and a representative of the trade union.

### XVIII.—Intelligence.

143. (i) A statistical officer with necessary staff at head office is working out statistics. Statistics relating to staff organization and welfare are not published for the information of the staff.

(ii) Subordinate staff are to submit statements of facts and figures and the statistics are based on the information collected from them.

(iii) Accurate figures are not always available.

144. There should be separate staff or additional hands collecting facts and figures. The present system of throwing additional work on the staff to compile statistics is defective. When a staff is overworked and exhausted it is incapable of bearing additional worries and troubles to compile statistics. This collection of statistical figures is another cause of inability to attend to other important and legitimate works : for instance, a guard is to be observant while his train is moving, but after leaving the station he is engaged in preparing the reports and papers ; he is hardly able to finish the statement when he reaches the next station ; his primary duty is thus neglected. There are many duplications of statements which can be avoided if the statistical office is properly and adequately staffed.

145. Nature of special investigations conducted. (i) Cost.—Nil.

(ii) Results achieved.—Nil.

146. If the statistical work be brought up to standard, so that all informations are available, there would be further development in the industry.

There should be statistics to maintain an index of living wage.

## SUPPLEMENTARY MEMORANDUM.

### *Racial Discrimination.*

Racial discrimination as between Indians and Europeans and Anglo-Indians is rampant in a great degree in the matter of :—(i) Recruitment, (ii) promotion, (iii) housing, (iv) burial or cremation, (v) places of worship and religious expenditure, (vi) institutes, (vii) education of children.

(i) *Recruitment*.—Until about 1920, higher appointments in every sphere of subordinate service were openly reserved for Europeans and Anglo-Indians. Latterly, perhaps with a view to avoid public criticisms, these appointments have been amalgamated with the lower-paid Indian appointments with classifications ostensibly named as " A " class, " B " class, " C " class and so on, to give a colour as if all iniquities on racial consideration have been done away with. In practice, however, the same old method of racial favouritism is perpetuated, and, as a means to this end, a selection board for the traffic department has been introduced, and increased powers to heads of departments in the matter of higher appointments have been delegated.

Europeans and Anglo-Indians are recruited at the higher, if not the highest, rung of the ladder and the Indians always at the lowest. No standard of education or respectability is required of a European, but of an Indian candidate a first class graduate's qualification is often demanded as the standard of educational qualification.

Because of the increase in the number of educated Indian population and the acute unemployment in Bengal, the administration applies the commercial principle of supply and demand in the matter of employment. It has assessed a very low wage of Rs. 30 in the case of Indians. In case of Europeans, however, the market value is assessed to be not less than Rs. 100.

In the signal (engineering) department, subordinates are recruited from England, when there is no dearth of qualified and educated men in India.

In the locomotive department, the wide difference in the rates of wages of European and Indian running staff will be clear from the following table :—

	Europeans and Anglo-Indians.	Indians.
Drivers .. ..	Rs. 140-10-220.	Rs. 34-2-38-4-62.
Shunters .. ..	Rs. 110.	Rs. 23-2-27.
Firemen .. ..	Rs. 60-5-70-10-90.	Rs. 13-1-19.

In the workshops a first class apprentice passed out from the Kanchrapara technical school after undergoing a course of six years' training, if selected for appointment, is, in the case of European and Anglo-Indian, taken in as a journeyman on Rs. 150, but in the case of Indian he is taken in as an improver on Rs. 80, and after a further period of one year's apprenticeship, if considered suitable, he is appointed as a journeyman on Rs. 100 in the grade of Rs. 100-10-150.

In the traffic department, for a European or Anglo-Indian station master, knowledge of telegraphy is not considered a necessary qualification, whilst this is insisted on in the case of Indian station masters.

European and Anglo-Indian guards with train passing qualification only are at once taken in as special class station masters on pay Rs. 200-10-280, Rs. 300-10-400, and Rs. 420-20-500, superseding the claims of fully qualified Indian station masters of experience.

The above are stated only by way of instances and incidence and are by no means meant to be exhaustive or fully illustrative.

The staff selection board for the traffic department, in its present constitution and by way of its working, since its inception, gives an impression in the mind of the employed that, it is only a polished means of perpetrating the racial discrimination in the name of selection of the best candidate.

To further the cause of the favoured class a free hand has been allowed to the heads of departments to appoint up to Rs. 150.

A perusal of the agent's circular letter (Appendix A), to which a reference was made by the president of the annual conference of the All-India Railwaymen's Federation held in 1928 at Jharia, will be illustrative as to what extent the racial favouritism on this railway is advocated by the administration.

(ii) *Promotion*.—There is no declared policy in respect of promotion to higher appointments. Seniority in service is not considered as *sine qua non* for promotion to higher grades or higher appointments, and there is no system of competitive examination for promotion to higher appointments. The selection board plays an important part in the matter of promotion in the traffic department and as in the case of recruitment, so in the case of promotion too, the Europeans and Anglo-Indians are generally given preference to Indians. In other departments too, the favoured class gets the upper hand. A competitive examination is scrupulously avoided, lest by that method, the Anglo-Indian interest might be jeopardized. Here again perusal of Appendix "A" will make the intention of the administration clear.

Vacancies are never advertised; thus a fair field of competition is deliberately blocked. Only a favoured few can know of any vacancy occurring.

(iii) *Housing*.—Until recently houses of the types "A" to "H" were called European subordinates' quarters, and the types "R," "S," "T," "W," "Z," and "special Z" as Indian subordinates' quarters. With the same object in view of blurring the public eye, these quarters, since 1928, have been named as European styles and Indian styles of quarters, but by the special situation of the quarters, they are practically reserved for the two communities concerned. It is, however, admitted that the ways and customs of living of the two communities differ in certain minor details but the difference of accommodation provided for the two different styles is inexplicable. The following table is illustrative of the difference in accommodation of some of these quarters as is comparable:—

For Subordinates	Indian Style.	European Style.
On pay above Rs. 449 ..	"Special Z": 1,783 square feet. Cost Rs. 6,500.	"A": 3,286 square feet. Cost Rs. 16,500
On pay Rs. 350 to Rs. 449	"Special Z": 1,783 square feet. Cost Rs. 6,500.	"C": 2,776 square feet. Cost Rs. 13,700.
On pay Rs. 300 to Rs. 349	"Z": 960 square feet. Cost Rs. 4,550.	"C": 2,776 square feet. Cost Rs. 13,700.
On pay Rs. 200 to Rs. 299	"Z": 960 square feet. Cost Rs. 4,550.	"F": 2,194 square feet. Cost Rs. 10,700.
On pay Rs. 80 to Rs. 199	"W": 589 square feet. Cost Rs. 2,900.	"F": 2,194 square feet. Cost Rs. 10,700.

*Note*.—The area quoted against the several types is covered plinth area.

As regards amenities in these quarters—for the special "Z" type Indian quarters there is only one servant's quarter, whereas for the "A" and "C" types European quarters there are two servants' quarters in each.

For the "Z" and "W" type Indian quarters no servant's outhouses are provided, whereas for the "F" type European quarters one servant's quarter is provided.

In the matter of water taps and electric installation too, the disparity in the provision corresponds with the accommodation provided.

(iv) *Burial and cremation*.—Cemeteries for the Christians and burial grounds for Mahomedan employees have been provided at different centres on this railway at the cost of the railway, but no crematorium has been provided for the Hindu staff. In reply to demands from the Hindu staff from time to time on the necessity of providing a cremation ground at places like Lalmonirhat and Santahar, the administration has been pleased to reply that the staff should look up to provincial Government for the necessary arrangements.

The Mahomedan employees at Lalmonirhat also have, of late, been meted out with the same sort of treatment as with their Hindu brethren; their existing burial ground, which has no room for any more graves, has been refused to be extended at the cost of the railway.

Whereas it has since been ruled that Christian cemeteries in the railway area, which had hitherto been established and managed at the cost of the provincial Government, should now be taken over by the railway administration.

(v) *Places of worship and religious expenditure*.—Churches for Christian employees are built and maintained at the cost of the railway. In addition to this, not a paltry sum is spent from railway revenue on grants-in-aid to religious purposes which are entirely for the benefit of the Christian community. In 1928-29, the grants-in-aid amounted to Rs. 4,581. The Christian community for its majority is represented by European and Anglo-Indian staff.

Staff professing other religions, who are all Indians, are not provided with any kind of assistance of the nature as stated above.

(vi) *Institutes*.—Institutes for recreation of staff have been established at almost all important centres and membership is compulsory and is open to all literate employees drawing Rs. 25 and over.

Separate institutes have been provided for the European and Anglo-Indians and the Indians.

In the matter of site, accommodation, structure and furniture, the European institutes fare decidedly better than the Indian institutes. Racial discrimination becomes clear when the capital cost of a European institute is compared with that of an Indian institute, bearing in mind the number of members it is desired to cater for. Figures relating to capital cost should be available with the administration.

In the matter of grants-in-aid from the fund for the maintenance of these institutes, the following figures will be illuminative of the race prejudice :—There are eight European institutes with 820 members and the grant-in-aid is Rs. 6,000 per annum or Rs. 7-3 annas per member, whereas there are 15 Indian institutes with 6,944 members and the grant-in-aid amounts to Rs. 6,540 per annum or 9 annas per member.

(vii) *Education*.—For the education of children of the European and Anglo-Indian staff, four kinds of assistance are given by the railway administration, viz. :—

(a) *Maintenance of day schools*.—There are four such schools on this railway at Chitpore, Kanchrapara, Katihar, and Saidpore respectively.

The railway's grants-in-aid to these schools amount to Rs. 6,660 per annum plus a capitation grant of Rs. 2 per mensem per child taught at the schools at Chitpore and Saidpore amounting to nearly Rs. 850 per annum.

The above expenditure is for the education of 65 children only.

(b) *Contribution in the shape of monthly grants-in-aid or capitation grant to schools in plains*.—There are five schools in Calcutta and one at Dacca which get such contribution, viz. :—

St. Pauls School at Calcutta .. ..	Rs. 200 per mensem or Rs. 2,400 per annum.
St. Thomas School at Calcutta .. ..	Rs. 2 per child per mensem. (Total amount not known).
Calcutta Boys School at Calcutta .. ..	
Calcutta Girls School at Calcutta .. ..	
Loretto Day School at Sealdah .. ..	Rs. 2 per child per mensem, and Rs. 50 per mensem for omnibus hire. (Total amount not known.)
St. Francis Xavier's School at Dacca .. ..	Rs. 5 per child per mensem for gharry hire. (Total amount not known.)

The above facilities are for the education of about 400 children and the expenditure involved is Rs. 5,400 per annum.

(c) *Parental assistance*.—Assistance to European and Anglo-Indian employees for the education of their children is given by the railway administration on account of :—

(1) Board and tuition fees, (2) use of books and stationery, (3) games, library, use of gymnasium, (4) medical attendance and medicines, (5) washing, at the following recognized hill schools, and at other schools in hills or plains if accommodation is not available at the recognized hill schools or if under medical reasons or other exceptional circumstances, parents are prevented from sending their children to hills :—

At Darjeeling :—				For	Class.
St. Paul's School .. ..	..	..	Protestant	Boys	C.
St. Joseph's School .. ..	..	..	Roman Catholic	..	B.
St. Michael's School .. ..	..	..	Protestant	Girls	A.
Loretto Convent .. ..	..	..	Roman Catholic	..	B.
At Kurseong :—					
Victoria High School .. ..	..	..	Protestant	Boys	A.
Dow Hill School .. ..	..	..	..	Girls	A.
Geothermal's Memorial School .. ..	..	..	Roman Catholic	Boys	A.
St. Helen's Convent .. ..	..	..	..	Girls	A.
At Shillong :—					
Pine Mount School .. ..	..	..	Protestant	Girls	A.
St. Edmond's School .. ..	..	..	Roman Catholic	Boys	B.
Loretto Convent .. ..	..	..	..	Girls	B.
At Haflong :—					
St. Agnes Convent .. ..	..	..	Roman Catholic	Girls	B.

Parent's share of the fees for assistable items is limited to the following scale and all the remainder is borne by the railway revenue :—

Number of Children.	Board and Tuition Fees.		
	Class A. Schools. Rs. 39 and below.	Class B. Schools. Rs. 40 to Rs. 49.	Class C. Schools. Rs. 50 and over.
One child .. ..	7½ per cent. of Salary.*	7½ per cent. of Salary.* Plus Rs. 5.	7½ per cent. of Salary.* Plus Rs. 10.
Two children .. ..	12½ per cent. of Salary.	12½ per cent. of Salary.* Plus Rs. 9.	12½ per cent. of Salary.* Plus Rs. 18.
Three children or more	15 per cent. of Salary.	15 per cent. of Salary.* Plus Rs. 12.	15 per cent. of Salary.* Plus Rs. 24.

*Note.*—(i) The percentage of salary is based solely on the total number of children at school and is independent of the number of schools attended. (ii) The amount of surcharge depends on the number of children at each class of school independent of the number of schools attended, the more expensive schools being taken first.

The amount of expenditure out of railway revenue involved in the parental assistance is nearly Rs. 61,500.

Thus the assistance to European and Anglo-Indian staff, numbering nearly 990, amounts to Rs. (6,660 plus 850 plus 5,400 plus 61,500) Rs. 74,410 or Rs. 75-2 annas per head per annum.

The Indian staff are not given any kind of assistance for the education of their children, except a capitation grant to a number of schools recognized by the education department of the Government at 8 annas to Re. 1 per child per mensem. The amount spent from railway's revenue on this account is nearly Rs. 13,700 per annum. This works out an assistance of 4 annas per annum per head of 56,500 Indian staff on this railway.

## APPENDIX A.

### *Agent's Memo.*

#### **Recruitment.**

As is well-known to all railway officers, the Anglo-Indian and domiciled European community have recently been much perturbed in connection with their future employment on railways.

This community has submitted two memorials to the Secretary of State to which considered replies have been issued. The present position may be summed up as follows :—

*Indianization.*—The Anglo-Indian and domiciled European has for this purpose the legal status of a native of India and is eligible for appointments reserved for natives of India (*vide* Home Department Resolution No. 164/28-Ests., dated Simla, 12th September, 1928).

(2) The railways may and will therefore continue to recruit such Anglo-Indians and domiciled Europeans of suitable education and other qualities as required ; if necessary nominating such against the 33 per cent. reserved for minority communities where recruitment is by means of competitive examinations.

(3) The railway board have received definite instructions from the Government of India that in the preparation of schemes for recruitment to the subordinate railway services, care must be taken not to impose conditions (of education, etc.), which would in effect seriously restrict the opportunities of employment on the Indian railways which Anglo-Indians at present enjoy. These instructions must be duly observed.

Calcutta,

7th November, 1928.

N. Pearce,

*Agent, E. B. Railway.*

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\* Salary does not include allowance of any description.



No. 1101 D-E, dated 8th November, 1928.

Copy to all heads of departments for information and guidance. This railway's policy is that the aptitude of Anglo-Indians for railway work is recognized and there is no intention of ousting them from the position that they have won provided that, they show themselves capable of retaining that position.

N. Pearce,  
*Agent, E. B. Railway.*

### KANCHRAPARA RAILWAY WORKMEN'S UNION.

Established in 1927, and registered under the Indian Trades Union Act, 1926, for collective bargaining on behalf of 7,000 workmen, employed in carriage and wagon and loco shops of Eastern Bengal Railway (State) at Kanchrapara, about 28 miles north of Calcutta.

**Recruitment.**—Frequently men are employed by supervisors or overseers without scrutinising previous records of services or trying their efficiency or skill, and the general opinion is that these jobs are sold at the highest bidder, and men of experience and skill are kept out. This has been brought to the notice of the loco. superintendent by the union in writing and a concrete case, viz.—the employment of a telegraph peon named Jagannath, ticket no. 3,117, was employed as a plater of shop no. 29 on Rs. 22 per month.

About 7,000 workmen are employed at Kanchrapara. The relation between the staff and workmen is most uncordial as invariably the foremen or supervisors side with the mistries or charge hands, whenever any complaint is made against the latter by the workmen.

There is constant friction between the mistries (Indian chargemen), and the rank and file, as the latter will not either be given overtime work or recommended for promotion and other things, unless cash payment is made, and one of the main objects for which this union was started, was to stop bribery and exaction practised upon workmen by mistries, supervisors and other officers.

**Housing.**—920 quarters are allotted and there are three types of quarters, viz.—single type for workmen receiving Rs. 25 a month or less, rent Rs. 2-2 annas. Double type for workmen receiving between Rs. 25 and Rs. 100, rent Rs. 4, and special type Rs. 5 for workmen receiving more than Rs. 100 a month. Khalasis and common workmen are not provided with quarters.

**Accommodation.**—Single type quarters for a single man, contains, 1 room 10 feet by 9 feet, verandah, 10 feet by 4 feet, and a yard 10 feet by 10 feet. Double quarters for families, contain, 2 rooms 10 feet by 9 feet, a verandah, 21 feet by 4 feet, and a yard, 14 feet by 10 feet. 1 latrine and 1 kitchen, 10 feet by 5 feet. It is essential that there should be a latrine, a water tap and a kitchen.

Workmen not provided with quarters, live in huts or rented houses within a radius of 2 miles from the shop and pay a rent from Re. 1 to Rs. 6 a month. There is neither water tap nor latrine in these huts or houses, neither good roads about.

**Medical Facilities.**—There are only two wards in the railway hospital with seats in each for indoor patients—there should be at least 20 seats for males and 10 seats for females. There are two dispensaries which are kept open for 2 hours only, viz.—from 7.30 a.m. to 9.30 a.m. There should be one dispensary for loco. department, one for carriage and wagon shops, one for electric department and one for stores, traffic and engineering, etc., with 1 separate doctor, one compounder and one assistant for each dispensary. The dispensaries should be kept open at least 6 hours a day.

Doctors fee for visiting patients, viz.—Rs. 2 is too heavy for ordinary workers on receipt of pay varying from Rs. 13 to Rs. 23. Patients on medical leave should be exempt from payment of doctor's fees.

**Welfare.**—There is a fine workmen's institute, known as Spalding institute and a co-operative stores. Membership of institutes is not by votes or ballots, but by selection of the chairman. This is wrong and should be rectified. No statement of accounts is placed before the members of the institute, and no meetings of subscribing members are held. Co-operative stores should stock rice, and other items of daily necessities and also clothes, suitable for workmen and bonus should be given regularly.

Most of the municipal roads are kuttcha, no lights on the road, no latrines, nor sufficient water taps. Drains are kuttcha and bad. There should be a barber's shed in the siter bazaar.

**Education.**—There is a lower primary school for Hindustani pupils—one high English school for Bengalis, one lower primary school for Moslems. There are about 471 pupils, and teaching fees amount to Rs. 990 a month. A night school is necessary.

**Apprenticeship.**—There are three classes of apprentices, I, II, III, who are paid a stipend of Rs. 40, Rs. 10 and Rs. 8 respectively. The last two rates are too low and should be increased and better training should be given to II and III apprentices, who are mostly recruited from working classes.

**Wages :—**

<i>Class of Workers.</i>	<i>Rates.</i>	<i>Grade and Promotion.</i>
Boys .. .. .	Rs. 9 to Rs. 11	
Khalasis and Coolies ..	Rs. 13 to Rs. 17	
Hammermen .. .. .	Rs. 16 to Rs. 21	
Semi-skilled workers ..	Rs. 16 to Rs. 51	Rs. 21, Rs. 28, Rs. 51.
Boy improvers .. .. .	Rs. 14 to Rs. 20	
Skilled workmen .. ..	Rs. 20 to Rs. 82	Rs. 28, Rs. 51, Rs. 82.
Mistries (chargemen) ..	Rs. 50 to Rs. 180	Rs. 90, Rs. 141, Rs. 180.

Overtime is allowed for 14 hours a week and wages adjusted according to monthly salaries. Bonus is given if a certain piece of job is completed in less than estimated hours or by less than estimated number of men.

**Attitude of Staff towards the Union and its Officials.**—Babu Pulin Behary Sur, honorary secretary of the union, a common carpenter on Rs. 22 a month, has been harassed and oppressed ever since his election as honorary secretary. He has been transferred from one shop to another—his overtime and increase of pay stopped. He was ordered to work alone in an open field during rains and summer and not allowed to speak to others. He was guarded by European charge-hands and not allowed normal time for use of latrines or urinals.

Debi Prasad, treasurer of the union, and an ex-carpenter of shop No. 18, an old men of nearly 50 with over 30 years service in the shops, was transferred to shop No. 17, for hard work. Subsequently he was sent to the medical officer by the manager, C. and W. works, and a confidential letter written for his compulsory retirement, to the medical officer, who declared him unfit, although he is hale and hearty and can yet exert physically like a young man. Mahadeoram, a vice-president of the union, a carpenter of No. 18 shop, where he spent 30 years, was suddenly transferred to shop No. 17 for doing rubbish work, since he was elected vice-president. His pay and overtime was stopped for some time. Syed Malur Rahaman, a member of the executive committee of the union and a fitter of shop No. 1 had his overtime stopped, is frequently abused by his superior officers, etc.

**Bribery and Corruption.**—Often new and unskilled hands are appointed without any certificate of service and paid higher wages than those of old hands. The union wrote to the loco. superintendent, giving specific cases but without any avail. Annual increase or grade promotion is recommended by immediate supervisors for money and not always for merit. Overtime work is not allotted, unless a day's pay is paid to immediate supervisor. Money is taken by pass and shop clerks, for issue of passes, privilege ticket orders, etc.

**Exploitation of Workers.**—Men are often asked to work in bungalows of officers during the working hours; men at loco. shops are often made to work without tickets, (viz.—no pay for the work). The union made written complaints, but no notice was taken. Men who retire after completion of long service are sometimes deprived of gratuity on the basis of a new order, viz.—those who join service after 40 and serve less than 15 years, are not entitled to gratuity. This order must be cancelled.

Officers often get furnitures and brass fittings made in their bungalows by workmen during working hours and no notice is taken of complaints made, although workers who take rejected or rubbish materials are assaulted or insulted by watchmen.

**Cost of living of a single workman per month.**—Rice, 1/2 md. Rs. 3-8, dal 5 srs. Rs. 1-4 annas, Mustard oil, ¼ srs, 9 annas, kerosine, 3 bottles, 9 annas, firewood 2 mds, Re. 1-8 annas, salt, 1 sr. annas 1-6 pies, spices, Re. 1, vegetables, Rs. 1-14 annas, laundry and haircutting, 8 annas, rent, Rs. 1-8 annas, tobacco, 5 annas, clothes 13 annas, (Rs. 10 per annum), ghee, 1/4 srs, 9 annas, matches and soap, 3 annas, total, Rs. 14-11 annas. These do not include occasional festival or religious expenses.

The minimum rate of khalasis or coolies, must be increased to Rs. 16 (bare cost of living of a single person as shown above, being Rs. 15 a month) and corresponding increase should be made in starting pay of hammermen, from Rs. 16 to Rs. 20, of semi-skilled workers, from Rs. 16 to Rs. 20, skilled workers from Rs. 20 to Rs. 25.

The union invites members of the Royal Commission to visit the workshop only 28 miles from Calcutta, (40 minutes journey by train or  $1\frac{1}{4}$  hours by motor), and to hear from individual workmen the extent of oppression and extortion they are subjected to and the attitude of the staff towards union members.

## BENGAL-NAGPUR RAILWAY INDIAN LABOUR UNION, KHARGPUR.

### I.—Recruitment.

There is no regular method by which staff are recruited for various categories of employment. Although a limited number of skilled labour is selected from the apprentices in the workshops, outside recruitment takes place in filling up the vacancies in spite of qualified or capable hands working in the lower grades. Every year covenanted drivers are being appointed, excluding Indians, for driving mail or passenger trains on the main line. Recruitment of additional staff takes place even when knowing the existing staff is surplus to requirements, thus endangering later retrenchment. (Typical examples : Recruitment of additional staff in Khargpur shops in thousands while Mr. Cole, the chief mechanical engineer, admitted he was aware there was surplus staff so far back as 1924, thus necessitating block retrenchment ; recent discharge of eleven employees in district loco. and carriage superintendent's office, Khargpur, retaining junior hands.) Sometimes staff are appointed deliberately on wrong designations for different purposes, and yet treated for purposes of pay and other working conditions exactly as men belonging to their designation. (Typical example : Under designation as operators, wiremen, fitters, etc., clerks working in electrical department and suffering from the disabilities of their designations such as daily rated system, etc., attached to these designations. Some clerks in the district loco. and carriage superintendent's office work under designations as fitters, stencillers, etc., and yet denied the privilege of actual work performed. Rivetters working as fitters and *vice versa* in the workshops. This wrong designation not only affects service conditions, but also makes them liable to easy discharge on the ground of reduction of establishment and the service certificate of having worked in a wrong designation does not help in obtaining re-employment in any other undertaking.) Even as regards the apprentices, Indians belonging to the electrical or loco. department are given no theoretical instructions, and are left to their own wits to learn their trade or craft. Racial discrimination is prevalent in not only in the amount of stipends granted, but also in the facilities given to learn the trade. The Indian electrical and loco. apprentices are not given the benefit of night schools like the European and Anglo-Indian apprentices. Recently, when the Indian apprentices begged the railway officials to give a series of lectures, they met with no response. Further, the European and Anglo-Indian apprentices have a boarding home, while Indian apprentices are yet to receive the benefit of similar facilities. The following are the scales of pay of shop-bound apprentices :—

<i>European and Anglo-Indian.</i>					<i>Indian.</i>				
Year.—Rs.					Year.—Rs.				
1st. 33	2nd. 40	3rd. 45	4th. 52	5th. 65	1st. 20	2nd. 22	3rd. 25	4th. 29	5th. 33
<i>Unbound Apprentices (Line Staff.)</i>									
40	45	50	55	60	10	11	13	16	19
<i>Carriage and Wagon Apprentices.</i>									
Rs. 50-5-60					Rs. 28-3-40				

The railway board under their letter No. 3234E of 20th July, 1926, issued instructions to the East Indian Railway to abolish racial discrimination in the matter of granting stipend or boarding allowance to apprentices, but Bengal-Nagpur Railway, though a State-owned railway, is yet to apply these instructions.

In the audit department, travelling ticket inspectors are newly recruited on liberal scales of pay from Rs. 100 per month up to Rs. 300, as compared with travelling ticket checkers of the traffic department, whose duties are the same and yet receive a very low scale of pay (Rs. 45-4-80). This discrepancy is explained by the fact there are a large number of Europeans and Anglo-Indians recruited as travelling ticket inspectors.

In the cash and pay department, men with no or less experience have been recently recruited as pay clerks on higher pay to the prejudice of the existing qualified

Frequently employees from one department are transferred to a new job for which they are not qualified. Typical examples ( : At Khargpur, one, Mr. F. A. Harley, a fireman (an Anglo-Indian) was appointed as assistant train examiner, while many qualified probationary assistant train examiners are awaiting promotion as assistant train examiners. Similarly, Mr. E. Good, a driver, was promoted to train examiner, when experienced assistant train examiners are awaiting promotion. A travelling ticket inspector was posted as head stock verifier, depriving a senior stock verifier of the promotion, because he is an ardent union worker).

The present irregular method of recruitment of staff has led not unfrequently to serious abuses such as bribery, favouritism, etc., as was proved before Rogers and Robertson enquiry committees.

In the matter of recruitment of supervising staff, the situation is in no way better. There is not a single technical school for the benefit of serving employees, who would like to qualify themselves for higher posts, as on the State-managed railways. The fourteen adult primary schools attached to loco. sheds for teaching Indian running staff in 3R's is not of material assistance to the employees. There is not a single Indian district officer in the locomotive and carriage, medical, stores, watch and ward, electrical departments on this railway. The percentage of Indian officers wherever they exist is very nominal.

Except certain staff like daily rated men, menials, muccadams, storemen, pump engine drivers, wheel tappers, oilers, labour staff on fixed pay such as cleaners, fitters, moulders, etc., employed in the shops and sheds, all are required to execute a service agreement at the time of appointment. The following is a copy of the agreement\* executed, and will show that the right of legal claim against wrongful discharge or punishment of fine is forfeited according to the contract in the agreement.

This agreement has also to be executed by the exempted staff if they become members of the Provident Fund Institution.

*Contract Labour.*—In addition to ordinary labour on the railway, contract labour for coaling engines and unloading coal in sheds, supply of refreshments to Indian passengers, etc., is employed on account of cheapness of labour, and as reserve for blacklegging during strikes, for it is notorious that contractors help the railways by making propaganda against the union, etc. Much against the recommendation of the State railways workshops committee of 1926, the railway has started the policy of giving out on contract manufacture work such as loco. cylinders, knuckle pins, loco. and carriage brake blocks, bearing springs, bolts and nuts, rivets, gudgeon pins, shackles which used to be manufactured hitherto in Khargpur workshops "to be more independent of local labour" at Khargpur to private firms like Angus, Jessop, Burn & Co., Standard & Wagon Co., etc. This policy was one of the causes for the retrenchment and subsequent lock-out of Khargpur workshopmen in September, 1927. Mr. H. L. Cole's letter to the agent and the managing director's letter are appended below :—

*Letter from Managing Director, B.N.R., to the Agent, B.N. Railway, Calcutta. Workshops.*

"The Railway Board's Weekly Summary for the week ending 26th February, 1927, gives a very useful lead for reducing the number of men employed in the shops, but for us to be able to do so we must give some good reasons, as we are not in a position at the moment to sack men with bad records in time-keeping and efficiency. If we do so at the present time we should be said to be "victimizing" the men.

"The work done in shops divided itself into two heads :—(a) Repair work; (b) Manufacturing work.

"The workshops must do repair work, and because in the early days of Indian railway there were no private workshops in India capable of doing manufacturing work, railways had to embark on this work themselves. Times have changed, and there are many private workshops in India that can turn out good work.

"The line I think we ought to take is to reduce our manufacturing work, giving it out on contract to private firms, and give this reason why we are making large reductions in our workshops. Will you go into this with Cole? Incidentally we will save in not having to spend a large amount of capital in building quarters at Khargpur for workmen, if we can make a substantial reduction in the numbers."

*Letter from Mr. H. L. Cole to Agent, B.N. Railway re Sir T. R. Wynne's Note on Workshops.*

"We do not appear to get the Railway Board's Weekly Summary in this office. If possible I should like to see the one for the week ending 26th February, 1927.

" 2. As regards the possibility of getting work done outside, Sir T. R. Wynne states the present position exactly. It has entirely changed since the war. We have now one large (and quite first class) engineering shop—Angus—almost at our doors, and doubtless others will develop.

" 3. We are already arranging contracts for the manufacture of a substantial quantity of loco. spares, iron and brass castings and forgings and loco. cylinders complete—which we can now buy cheaper than, and fully as good, as those we make ourselves. We shall probably cast no more cylinders here, and this, I hope, is the beginning of the end of the foundry.

" 4. The very favourable position of engineering firms in Bengal in relation to sources of coal and iron supplies should eventually enable us to do the same as American railways, and dispense with our own foundry altogether. Mechanical inspections we can easily arrange for, and now that we have our own chemist we are, or soon shall be, in a position thoroughly to check all supplies.

" 5. We now have specifications for practically all our regular purchases in India, and conditions of contract also have been introduced for local manufacturers corresponding with those used by our consulting engineers at home, modified only where necessary to fit Indian conditions.

" 6. Partly as an experiment and partly to make good the out-turn lost due to the strike, we are also arranging contracts with the Indian Standard Wagon Co., and Jessops for their repairs of a few hundred wagons.

" 7. If successful this measure will indicate another means of rendering ourselves more independent of local labour. But at present it is merely an experiment.

" 8. A great deal has become possible since the war that we could not contemplate before the war, and the more outside firms became capable of dealing satisfactorily with manufactures for us the stronger will be our own position. We shall have to keep them strictly up to specification and inspection is being fully provided for."

This policy of giving out on contract work done in the shops against the Raven committee's recommendations jeopardises the stability of service on this railway. Raven committee has definitely stated that State railway workshops can be made to, and ought to work more economically than private firms, and there are other inherent defects in the system of giving out contracts. Mr. V. E. D. Jarrad, the present agent, in a recent letter written to the chief mechanical engineer (copy sent to the general secretary, Bengal-Nagpur Railway Indian Labour Union) has held out a threat that if machine shop men do not resume work, he would have to consider the question of closing a large amount of work to the utmost possible extent at Khargpur to reduce labour force.

As regards contract labour, the railway has no control over the working conditions which are a menace to the improvement of conditions of the railway labourers.

*Labour Turn-over.*—Information regarding the average duration of employment, changes in the personnel of establishment every year, etc., can only be reliably obtained if a joint committee of the union and the railway investigate the matter, as otherwise statistics as given by the administration are unreliable.

*Absenteeism.*—There is no habitual absenteeism on this railway. The ratio of unauthorized absence to total number of employees on this railway is believed to be one of the lowest in India, being about 3 per cent. in the loco. carriage, wagon and electrical departments, except in the marine department, where service conditions are most miserable, and leave is not granted as per recognized rules, so that frequent leave of absence for bonafide reasons is taken to be unauthorized absence in the railway records.

*Unemployment.*—There is a considerable feeling of insecurity of service on this railway on account of the arbitrary manner in which employees are discharged without a proper enquiry, and appeals are not unfrequently suppressed by the intermediate officers from being sent to the higher authorities. Even if the appeals are forwarded generally, the punishments of the lower officials are upheld. This was one of the reasons which led to the great strike of 1927, when no less than 91 picked cases of alleged wrongful discharge of union members were placed before the present agent, who upheld the decision in all cases, and recommended re-employment, if vacancies existed, for seven employees out of 91 referred to. There was a block reduction of 2,000 employees in the Khargpur workshops soon after the strike. There have been frequent retrenchments in the various departments. The one characteristic feature of all these retrenchments and discharges is that the union is not allowed any information in justification of the action, in spite of Union's representations.

The union opines that at least 10,000 employees of the Bengal-Nagpur Railway should have left service in the last five years and reliable statistics of retrenchment and discharges can only be had if jointly prepared by the railway and the union.

The following recent cases of discharge are typical :—

*Victimisation of Union Officials :—(Discharged without charge sheet and enquiry.)*

(1) Mr. W. V. R. Naidu, Khargpur branch secretary. (2) Mr. S. S. N. Murty, Branch secretary, Bhojudih. Reinstated on condition of a year's satisfactory service. (3) Mr. Sheik Yusuff of Palasa loco. shed—executive committee member of the union. (4) Mr. J. Williams of Khargpur station committee. A prominent union worker. (5) Mr. R. Gopalachari, the only sanitary inspector of Tatanagar settlement, on the false ground of retrenchment and another worker is similarly threatened with discharge. (6) Mr. Waryan Singh, signal fitter, Khargpur.

*Discharged on Alleged False or Insufficient charges without enquiry :—*

(1) Mr. D. C. Haldar, aerated factory manager. (2) Mr. C. H. Kamaraju, traffic canvasser. (3) Mr. A. D'Silva, travelling ticket inspector, Jharsuguda. (4) Mr. H. P. Tewari, store clerk. (5) Mr. Walkekar, pay clerk.

In all the above cases and many similar cases, no joint enquiries or opportunity to the accused to disprove evidence, if any, against them, have been granted, and the employees are kept ignorant of the evidence which led to the discharges, whatever the length of service. Prior to April, 1927, the union had at least the right of representing such cases but this inconvenient right has been withdrawn.

If the present evils of unsatisfactory recruitment, promotion and feeling of instability of service are to be removed, the following are necessary :—

*Recruitment.*—Establishment of free public employment agencies, including equal employer and employees representation on every railway and industrial undertaking, by legislation.

2. Abolition of present method of recruitment directly by employer, independent of any authorized employment agency.

3. Preference to ex-employees, sons of deceased or other employees of the railway to be always given, provided sufficiently qualified.

4. Trade tests at the time of appointments to be conducted under the supervision of the concerned employment bureau.

5. Co-ordination of the work of all employment bureaux by a central body to regulate surplus labour.

6. Penalizing recruitment when employers know the existence of surplus hands in any department.

7. Full enforcement of Washington Convention regarding unemployment, which has been ratified by the India Government and not enforced.

*Promotions :—*1. Abolition of racial discrimination.

2. Standardization of technical education and training in the light of the most modern practice.

3. Providing sufficient facilities for all the incumbent employees, illiterate, semi-skilled labour, etc., to qualify themselves in any higher posts by prescribing course of studies and opening necessary technical institutes and allowing employees to study on leave with pay.

4. Allowing no supercession of a senior employee without testing him in the higher post except in cases of competitive examinations.

*Instability or Insecurity of Tenure :—*1. Legal protection of employees against wrongful discharge or dismissal and statutory compulsion of employers to have joint enquiries with employees union, allow facilities to cross-examine evidence for and against, have right of appeal up to the highest or independent authority before service record of any employee is seriously blemished by punishments, subsequently leading to a later or immediate discharge.

2. Absorption of surplus hands in normal vacancies.

3. Abolition of block retrenchment, a principle accepted by the Government of India in their communique of 6th October, 1927, for railways in future.

4. Compulsory furnishing of information to workers organizations in regard to surplus establishment and staff matters, to understand properly the employer's attitude.

5. Establishment of compulsory unemployment insurance scheme.

## XII. Wages.

The question of wages is a matter of vital importance to the workers. The workers are paid on the basis of time rates or piece-work rates in the workshops. Those paid on time work are either monthly rated or daily rated. If daily rated, they are not eligible for leave, foreign line passes, membership of provident fund

institution before three years, and other privileges enjoyed by the monthly rated employees. In loco. department, men are employed on open line at daily rate and they do not enjoy many of the privileges of daily rated workshop staff and monthly rated staff on the open line.

The Bengal-Nagpur Railway runs through several provinces like Bengal, Bihar and Orissa, Central Provinces and Madras presidency and small native states like Morbunj, Rajnandgaon, etc. There are uniform scales of pay for same designations of work for every department on the open line, irrespective of local variations in the cost of living, but minimum wages for same class of labour in various departments of the railway are not the same, as can be seen from the following typical cases :—

*For Unskilled Adult Male Labour.*

	Designation.	Minimum wage per month.
		Rs.
Watch and ward department.	Watchman class .. ..	12
Engineering department ..	Gateman .. ..	9
	Gangman .. ..	10
Traffic department ..	Sweepers, Bhistis, Gateman class II.	10
Loco, carriage and wagon department.	Brakesman, T.T. Railway	11
Catering department ..	Masalchi .. ..	3 (Fixed pay)
	Hawkers .. ..	4 (Fixed pay)
Stores department ..	Male coolies .. ..	11
Station committee ..	Male coolies .. ..	11

The Indian female labour correspondingly receive lower rates than male labour but as regards European and Anglo-Indian female employees, they receive more pay than corresponding male Indian employees, as can be seen from the following examples :—

In the chief mechanical engineer's office, the Indian male typist is on the scale Rs. 28—4—60 but Anglo-Indian or European lady typists are on the scale Rs. 85—5—110.

In the traffic department, male ticket collector is on the scale Rs. 30—4—60, whereas the lady ticket collectors who are Anglo-Indians or Europeans, are on the Scale Rs. 60—5—90.

In the electrical department, Indian male telephone operators are on the grade Rs. 28—4—80, while Anglo-Indian female telephone operators start on Rs. 40—4—80.

Payment in kind is confined to catering department, where the employee is fed and his family is to be maintained on Rs. 3 to Rs. 4 per mensem.

The following will give further examples of the staff receiving different scales on the basis of racial discrimination :—

European and Anglo-Indian. Rs.	Designation.	Indian. Rs.
165—15—210 .. ..	II class goods driver ..	42—4—58.
220—20—250 .. ..	I class goods driver ..	65—91.
Maximum, 300 .. ..	Mail driver .. ..	Ineligible
Maximum, 280 .. ..	Passenger driver .. ..	Maximum, 100.
80—15—110 .. ..	Fireman .. ..	Literate :— 20—1—21—1 —22—2—24.
200 to 100 .. ..	Good conduct bonus for Nil A Grade apprentices.	
50 to 60 .. ..	Carriage and wagon apprentices.	28 to 40.
70 to 140 .. ..	Assistant train examiners	45 to 80.
160 to 300 .. ..	Train examiners .. ..	90 to 110.
350 to 400 .. ..	Chief train examiner ..	160 to 220.

In addition to the grievance of racial discrimination in scales of pay, most of the staff are frequently barred their low wages on the ground of having reached the low maximum of their grade. The following table will show that men of over 20 years' service have been without increases even for the last nearly 10 years on account of having reached their low maximum of their grade.

(A list of 57 names follows here, which is not printed).

This grievance is prevalent to a very alarming extent, and to a greater degree among the menial establishment. In the workshops, sometimes, the labour staff are given a personal increase of one anna or two annas, after three years' stoppage, but this is not practically the case with regard to other employees of the same department and also of other departments. Even the granting of a personal increase after three years' stoppage is not at all satisfactory.

**Standardisation.**—Although standard scales of pay exist for a job in a department there is no uniformity of remuneration for same class of work, not only within the various departments of the railway, but also in the adjacent railways like E.B.R., E.I.R., G.I.P., etc., causing a good deal of discontent on this ground, as can be seen from the following examples :—

	B.N.R.	E.I.R.	E.B.R.
	Rs.	Rs.	Rs.
Assistant station masters ..	Minimum 40	40	44
	Increase 4	4	4
	Maximum 76	85	84
Guard .. ..	Minimum 35	45	45
Driver .. ..	Minimum 42	45	
Railway dak sorters ..	Minimum 15		26
	Increase 1		2
	Maximum 25		40
Traffic Sweepers .. ..	Minimum 10		12
	Maximum 15		18
Lowest class fireman ..	Minimum 13		15
	Maximum 16		17
Engineering gangmen ..	Minimum 10	12	13
Gatekeeper .. ..	Minimum 9	10	
Apprentice train examiner ..	I year 20	30	
	II year 22	35	
	III year 27	45	

Neither the minimum nor the average maximum of subordinate employees on this railway, can be said to meet adequately the daily necessities of the employees. Most of the employees are indebted to the money lenders who advance loans on fabulous rates of interest when loans that can be drawn through the urban bank of the railway are not further possible. 90 per cent. of the staff eligible for membership of the railway Urban Bank are standing debtors to the bank. The poor condition of the employees has been graphically described by Sir Ernest Jackson, B.B. and C.I. Railway agent as president of the last annual session of the Indian Railway Conference Association, but his view that even if the present wages are increased by 50 per cent. the habits of the workers are such that the increased wages will not result in raising the standard of living, is absolutely incorrect. Because of the starvation wages, many low paid workers are compelled to drown their miseries in drink provided so conveniently near the railway colonies, and the workers are compelled to incur debts admittedly on very high rates of interest for occasional expenditures for such purposes as funeral, marriage, sickness without pay, to clear the accumulated balances of unpaid grocery bills on account of low wages, etc., all of which would be normally met with out of the savings of the worker in a country where living wages are paid. This condition is responsible for the superficial observation that any increase in wages is not immediately followed by a rise in the standard of living. The method of fixing wages is based on the rule of thumb of an agent, and there is no consistency in regard to remuneration of work of various responsibilities in different departments. For example, a clerk can rise up to Rs. 80 without any difficulty, but a signaller or an assistant station master, whose educational qualifications are equal to an average clerk and possesses additional technical knowledge, gained in a special course of training, can only hope to rise up to Rs. 70 or Rs. 76 without any bar.

**Piece-Workers.**—Piece-work system is in force among workshop employees. The rates are fixed on the basis of 33½ per cent. above the basic rate but in fixing the rates many irregularities have been complained of, resulting in the undeserved loss of the earnings of the workman. Mr. Haseltine, the special officer sent by the railway board to investigate into the retrenchment of expenditure over establishment in Bengal-Nagpur Railway, has made the following observations regarding the piece-work system in the workshops.

" Rates I understand, were fixed merely on the *ipse dixit* of foremen pronounced on general experience not on careful experiment and observation of facts deduced therefrom . . . a special gang or gangs of average workmen are placed under the charge of a selected chageman, who is relieved of all other work so that he can concentrate on the job. He notes the time taken from start to finish and on the



basis of output and wage strikes the average cost of production and then proposes the rate at a trifle above the daily rate. Later as the workmen are found to be earning an excessive rate the rate is brought down by slow degrees, possibly to a lower level than that arrived at by the trials. A further cause of the failure at Khargpur of piece-work system and one which alone is sufficient to have brought it about is that piece-workers have been allowed to work side by side with day workers. This was asking for trouble, inasmuch as it enabled piece-workers to obtain help from their neighbours and thus show a larger output to be paid for than they could with their unaided efforts possibly have produced. It is not to be wondered at in the circumstances that piece-workers in some of the shops were able to earn more than three days' pay in a single day. Further causes of the failure are that piece-workers are not kept continuously in one job one of the principal merits of the system namely that repetitive work produces a degree of dexterity not attainable without it, was lost.

"Other points of importance to be borne in mind in introducing the system are that the supervising staff should be required to explain to the gangs how benefit will accrue to them from sustained effort, that the man in direct charge should keep a sharp lookout on the quality of the out-turn so as to prevent the serious loss which would accrue to the workman if he were allowed to continue unchecked, producing work which in due course would be rejected and that material manufactured by piece-workers should be taken over daily and entered on the reverse of the form of work order."

While the favourite few earn abnormal profits, not on account of their dexterity, many are unable to earn their former average earnings. Up to only very recently the men were losing the earnings and the guaranteed daily wage as at present was not in existence. But when they are unable to earn, at least the standard output fixed on arbitrary considerations, there is a damocles sword hanging over them that they will be found fault with for inefficiency. In the recent enquiry, a supervising official has borne testimony to the fact that he had never found any piece-worker who was losing, slack in work. The findings of the joint enquiry committee of the railway, in their enquiry on 28th August, 1929, were that "a great many men have experienced loss in some cases as much as 50 per cent., while some men were making cent. per cent. profit" and that "the piece-workers of Shop No. 7 have real causes for complaint against the present system and the state of affairs should never have been allowed to carry on and that the present rate fixers are not at all satisfactory." Until recently the idle time caused by the breakdown of the machinery or other uncontrollable causes was a source of loss in the earnings of the men. The whole position of the union is summarized in the following note put before the administration at the joint enquiry committee recently.

*"Addendum 'A.'—Piece-work System in Machine Shops:—*

"In regard to the piece-work in the machine shops, evidence was taken from Mr. Peters, chargehand, Mr. Sathar, head rate fixer, Mr. MacFarlane and others. The machine shop representatives conveyed that the impression created among the machine shop men was by no means favourable. The chairman and Mr. Cronan pointed out that piece-work earnings in this shop had increased from Rs. 28,744 in 1928 to Rs. 40,000 in 1929, i.e., an average profit per man for the whole year of 69 per cent. in 1928 to 80.9 per cent. in 1929, and this indicated that the piece-work rates could not be generally low.

"As against this, the labour representatives stated that piece-work has been unpopular because of the following reasons:—

"(1) While it may be that some earned abnormal profits it was also a fact that many lost also in spite of their conscientious efforts.

"(2) That the loss in earnings was not due generally to the slackness of men could be seen from the evidence of Mr. Peters, chargehand, machine shop, that he had not noticed any men wasting their time or leaving their machines unnecessarily and, therefore, he had not reported anything up to now.

"(3) The piece-work became odious because of the compulsion observed to undertake it.

"(4) Piece-work apart from the remunerative point of view, affects the health by the heavy strain imposed. The impression among the men is that Satyanarayana T. No. 82/7 and Venkataswamy T. No. 1719/7 met with their death because of overwork which they complained of, while on piece-work. Kuppuswamy T. No. 86/7 is very weak on account of the unbearable strain of piece-work and others are similarly affected. Another complaint was that the estimating section asked the men to work at higher speeds which also affected the men.

"(5) Sickness on account of piece-work, means further loss in earnings to daily rated men who are not given any sick leave with pay, to recoup their health.

"(6) The distribution of piece-work to certain of the staff to earn more than others, apart from the question whether all earn more or not, gives room to discrimination and unhealthy feelings. The whole shop is not affected by the P.W. system.

"(7) After a few years, even those making some profits in piece-work will share the fate of others owing to less output on advanced age, weakness caused by the strain of the piece-work and other reasons.

"(8) The piece-work rates have been frequently cut and there is no confidence in the present method of rate fixing and time allotting by the estimating section.

"(9) The men on piece-work who could not earn more than 33½ per cent. of profits felt that they were liable to be unfairly classed as inefficient or slack in spite of their best endeavours, owing to defect in the present piece-work system.

"(10) Many shops in the works at the present time are working on day work without apparent loss to the railway.

"In view of all the above reasons, the impression as regards the piece-work system, among the machine shop men has been unfortunate and enforced piece-work defeats the object of the system to voluntarily increase output and bring gain both to the railway company and the men, and therefore the piece-work system cannot successfully work in the machine shops in the present frame of mind of the men.

"Regarding the harassment by rate-fixers and estimators, the men state that frequent interruption by this staff while men are engaged on duty, asking the workmen to work at high speeds according to the machine charts and the assembly of various officials near the man supposed to be working unsatisfactorily all tend to create feelings of nervousness, suspicion and of being unnecessarily watched, causing the piece-work to be absolutely distasteful.

"Regarding clocks, their association with reduction of the previously existing piece-work rates in an arbitrary and unsatisfactory manner according to the view of labour has made the men view with distrust, suspicion and hostility, the clock system. Any measure which does evoke such feelings among labour cannot be expected to succeed and we recommend, therefore, the abolition of piece-work and clocks to the shop."

There have been strikes in the foundry, machine and other shops over this question, and the employees have no voice in scrutinizing the correct time fixing for jobs. This is one of the reasons for its unpopularity.

*Changes in Wage Rates.*—The wages for most of the workers have not been revised since 1920, and for the few whose scales have been revised, increases in the minimum or maximum of nominal value have been granted. Revision of grades of the following since 1920 has been overdue :—

Traffic menial staff, such as cabin jemadars, menial boys, railway dak sorters, crane muddadars, capstan drivers, electric transport drivers, supervising gatemen, fire brigade jemadars, and khalasies, assistant station master class IV, and maximum of assistant station master's class I, II and III, all electric train control staff except head train controller, number takers, shunting masters, ticket collectors, assistant head ticket collectors, passenger guides, all station master's office clerks, goods shed cashiers, shed clerks, assistant goods clerks, minimum and maximum of goods clerks, head tranship clerks class II, head goods clerks, maximum of weigh bridge clerks, head weigh bridge clerks class I, telegraph and assistant telegraph instructors, telephone operators, relieving clerks, inspecting signaller, telegraph inspector, maximum and increases of seal-checkers, minimum and grade increases of assistant coaching clerks, etc. The maximum of all workshop and shed staff grades has not been revised for the better since 1920.

The changes in recent years to some class of workers have been adverse. Typical examples : (1) The maximum of certain class of skilled labour has been reduced recently in the workshops and there is considerable agitation over this. (2) Reduction in the maximum of coupling porters from Rs. 25 to Rs. 18 by transferring them to carriage department from the traffic. (3) Conversion of yard-masters grade in the colliery district to shunting-master's grade.

*Periods of Wage Payment.*—Most of the workers are paid monthly except the workshop and the labour staff who are also paid monthly but on the daily rated system. The wages payment is delayed even up to 18 days for the month billed, e.g., for gangmen. The delay in payment is responsible for the workers spending most of their income in the first week after the receipt of their wages and becoming a prey to debtors for not being able to meet their daily necessities in the remaining period of the month. Weekly payment of wages, after raising the wages to a living wage standard, will do good for the workers.

*Perquisites and Allowances.*—The allowances granted to the staff are not even based on the most liberal practice on some other State-owned railways and secondly, these allowances being granted for special circumstances do not practically mean any real addition to the income. Overtime is not granted to clerical and traffic staff. Local allowances are denied to many of the low paid staff at Calcutta, viz., store coolies, peons, etc.

Uniforms are not granted to all deserving staff such as gangmen, all out-door carriage and wagon staff, locomotive-shed staff, foundry shops workmen, etc., and recently uniforms issued to certain train examining staff have been withdrawn, and the quality of uniforms given to others deteriorated. Those provided with free quarters do not form any considerable proportion among the low paid staff, and staff belonging to carriage and wagon department are frequently put to serious difficulty in not being given any quarters near the place of work. The most liberal practice prevailing on other railways should be adopted to remove inequalities.

*Deductions and Fines.*—Fines are prevalent to a very great extent among traffic, running-shed, carriage and wagon staff. Clerks are also fined although the railway board, in paragraph 3 of their letter No. 1023E, dated 25th August, 1925, announced the abolition of fining of office staff as follows :—

"The system of punishing by fines has already been abolished on State railways in respect of clerical and office staffs, but it still remains in force in respect of the remaining staff. Government of India recognize the difficulty of maintaining discipline among the large staff of employees, many of whom are ignorant and illiterate men, and of punishing breaches of rules (many of which are concerned with the safety of the public) such as slackness, carelessness, absenteeism and the like, without resort to a system of fines, and they are aware that the fines are credited not to the railway administration, but to separate fine funds. But they trust the railway administrations will make a careful survey of the various offences at present punishable by fines as much as possible so as to eliminate avoidable hardships."

The employees have no voice in the management of the fine fund which is spent considerably for European and Anglo-Indians for dances, band fund, etc. During the year 1928-29, out of the Rs. 18,676 realized from the Indian staff nearly 50 per cent. that is Rs. 9,000 were spent towards the band fund of Europeans and Anglo-Indians for military and other purposes. A glaring case of discrimination is the present custom of giving annual prizes to the electrical and locomotive apprentices coming from European and Anglo-Indian class out of the fine fund, but denying the same privilege to similar class of Indian apprentices.

Fines should be abolished wherever possible and regulated by fixing a maximum of 2 per cent. as recognized by Bombay Mill Owners' Association, and approved by the Fawcett Committee. The fines should be further minimized by inflicting only according to the merit and demerit system prevalent in some other railways like A. B. Railway whereby employees are periodically awarded good marks for unblemished work and deducted bad marks for punishments now met with fines and fines should be inflicted only when the bad marks exceed good marks by a definite number, to the maximum of 2 per cent. instead of a very high percentage of the monthly earnings of the aggrieved employee. Fining of clerical and office staff should be abolished wherever prevalent in terms of railway board's letter referred to.

*Provident Fund and Gratuity.*—Gratuity and provident fund rules are based on the State railway provident fund and gratuity rules. The railway workers can never be sure of receiving either gratuity or provident fund bonus until their actual receipt as they can be forfeited according to the will and pleasure of the employer. Further the amount of gratuity is very low as compared with commuted pensions granted to Government pensioners. For example, the maximum an employee 55 years old under gratuity rules can expect is not more than Rs. 30 for every Rs. 2 received by him as pay at the time of retirement, whereas under commuted pension rules the same employee would receive not less than Rs. 112-2 and more if younger. Provident fund is optional to certain staff like daily-rated men and not open for those under Rs. 15. This inequality should cease.

*Insurance.*—There should be an all-comprehensive compulsory insurance scheme for all inferior and subordinate employees of the railway, providing for old age, for disablement, for the widow and other dependant family members after death, educational and marriage benefits of children, sickness not covered under the leave rules, unemployment, etc., and the maximum amount to be deducted should be fixed at the prevailing rate for the provident fund from the employees and the rest of the expenditure should be borne by the railway and the Government.

*Effect of Wages on Labour Supply.*—The effect of unemployment prevailing in the country can be judged by the fact that, however low the wages and service conditions offered by any Industrial undertaking, there is no dearth of candidates seeking employment just to eke out their bare existence.

*Fair Wages Clause.*—In order that the standard of wages of railway employees may not be jeopardised by cheap labour offered in contract work, legislation is essential providing for fair wages clause in all public and railway contracts compulsorily. Further not only the wages but also other service conditions should be not less than the railway employees' in regard to contract labour to prevent the tendency of the employers to give out on contract work hitherto done on the railway to coerce the

employees into submission, as evidenced in the recent threat given by the agent, Bengal-Nagpur Railway. Incidentally it may be pointed out that temptation to place orders for contract work or indent of stores for personal reasons by officials should be avoided to safeguard the interests of the workers.

*Wages Fixing.*—The various defects in the existing wages system has already been pointed out. As the state owns most of the railways, it should be possible to introduce immediately a Wages Board on the lines of the English system without awaiting legislation.

For all railway workers the wages should be fixed by a central statutory body consisting of equal number of representatives of employers and employees assisted by statisticians, medical officers, on the basis of enquiries into the necessary cost of decent and healthy living for various classes of workers. Higher scales should be fixed uniformly for all the railways added by local allowances in places as demanded by the All-Indian Railwaymen's Federation to avoid differences of remuneration for same class of work in same localities or localities having same or even higher cost of retail prices. Necessary family allowances should be granted for employees having greater number of dependants than allowed by the standard in fixing the wages.

*Annual or other Leave.*—There is wide difference between leave rules recognised for the employees and actually granted or enabled to be availed of. The daily-rated employees are not eligible for any leave with pay and cases frequently occur where employees are granted leave without pay although they are eligible for pay on account of the rule that no additional cost should be incurred by the railway. Leave reserve is not maintained for many staff and is said to be about 10 per cent. in the essential services as carriage staff unlike the case of the postal employees where 20 per cent. leave reserve is recognized by the State. There are differences in leave rules between Indian and Non-Indian employees, e.g., maximum amount of leave preparatory to retirement eligible for non-Indians is 18 months whereas for Indians it is 12 months. Leave rules applicable to all classes of staff on the basis of fundamental leave rules and leave reserve of 25 per cent. in the ordinary services and a greater percentage among shift duty staff are essential, if the theoretical rules which are almost a dead letter to many employees are to benefit the staff. Unavailed leave should be credited to leave account without any limitation and be granted at the time of retirement.

### IX.—Hours.

All labour staff are required to work not less than eight hours daily generally and in majority of cases greater number of hours of work is in force. The difference between effective work and hours on call has not been reliably investigated, as employees are unaware of such investigation which might have been made.

Instead of regular weekly rest days carriage and wagon staff, traffic staff, and shed staff have regular double duty every week on Sundays or preceding or following days, except one week in the month. Double duty means 12 hours or 18 hours or even 19 hours duties with an interval of only eight hours rest.

As regards the workshops and other places covered by the Factory Act, the local Government more times than not grant exemptions to work for longer hours than allowed in the Act. For example the Electric Power House staff at Gokulpore and Khargpur do not have the benefit of regular weekly rest days but are given the same once in fortnight or 21 days and the hours of duty exceeds the maximum of 11 hours provided in the Factory Act.

Clerical employees, who work in the shops have to work at least eight hours in the day unlike the case of clerks in the administrative offices where working hours range between 6½ to 7 hours.

Running staff are frequently required to work breach of rest that is within the period of eight hours since their last duty. On account of the paucity of the staff, the running staff should be prepared for being booked on duty at any uncertain hour and when on duty they work long hours. If they are unable to answer the call book within three such calls given within short periods, on account of absence from their quarters, they are punished.

Traffic Staff are given continuous night duties in many places on the open line and that too for 12 hours. This should be abolished and provision should be made for weekly changes in shift duties.

Geneva and Washington Conventions in spite of the specially restrictive privileges recognised therein for India, have not been enforced on the railway—although it is nearly eight years since these conventions were ratified. Eight hours duty for railway staff with regular weekly rest days is very essential on account of the nature

of work performed. The railway board is in a position to enforce the conventions and eight hours duties without legislation and the delay in the enforcement is indicative of the attitude of the board.

Overtime rates for non-workshop employees are not in force except for the running staff. Unions are not consulted in fixing the overtime rates as required by the conventions.

### III.—Housing.

The railway service is one where transfers are frequent and therefore it is essential that quarters should be provided as much as possible near the place of work, especially those who have to perform shift duties or liable to be called on duty at any hour, day or night. Though a fraction of the total staff are eligible for free quarters, all are unable to enjoy the privilege. Low paid staff are generally without quarters nor do they receive any house allowance in lieu thereof, unless in exceptional cases. Racial discrimination is observed in the quarters provided for staff.

At Khargpur which is purely a railway colony for a total labour force of about 18,000, there are only about 6,000 quarters and as regards the Anglo-Indian and European staff they scarcely suffer from want of suitable quarters. The average floor area of Indian quarters is 154 square feet while the European quarters of the lowest type have an average floor area of 292 square feet. Indian quarters are mostly "I" type and "II" type quarters, dimensions of which are 12 feet by 8 feet and 16 feet by 10 feet and of 9 feet height respectively. "I" type quarters have neither courtyard, nor compound, nor urinal, nor latrine.

Under special provisions in the Railway Act, eviction of employees whose cases are under representation frequently takes place, e.g., Mr. Kamaraju J. Paul, etc. During the time of strike, eviction is used to demoralize strikers. This action was about to be resorted at Nagpur during the last strike but was prevented by the District Magistrate.

It may be pointed out that according to minimum wage standard adopted in Australia, three rooms with separate kitchen is the allowance recognized for the lowest class of workers and on this basis, only about 5 to 6 per cent. staff have suitable living quarters provided by the railway.

The housing policy of the railway can be gauged from the managing director's D.O. to Mr. Carroll wherein curtailment of building programme is proposed by retrenching railway workers at Khargpur.

The necessity of and suggestions for improvements of quarters have been frequently represented by the union to no effect. On the other hand, employees are forbidden to erect temporary structures as extension to the scant accommodation of the company's quarters. The remodelling of quarters should be undertaken by a joint committee of the railway and the union in consultation with independent medical authorities and building of quarters for staff for whom rents are now levied may be done within a short period, if special fund on lowest interest is raised and rent not exceeding 10 per cent. of pay be recovered to meet as much as possible the interest charges while depreciation and maintenance and other charges may be met by the railway. The railway should not under any circumstances exert official pressure on an employee in regard to housing matters, by suspending, discharging as in J. P. Sinha's case, etc.

### IV.—Health.

The general health conditions of workers on account of starvation wages, bad housing conditions and other miserable service conditions are very deplorable. Enquiries into the calorific value of the dietaries of the working class families have been conducted by Colonel Macrisson, Colonel Mackay and others and in the opinion of the E.I. Railway chief medical officer, the calorific value of the ordinary amount of food consumed daily by the workshop men falls very considerably below 3,500 calories considered necessary in the West for a man doing moderate muscular work. The milk and its products do not form the required proportion among the diets consumed by the workers and the want of nutritive food is reflected in the general health and efficiency of the worker.

Taking the case of Khargpur, which is purely a railway colony, the following is an extract from the medical officer's report for the year 1927-28 :—

*"Hospital Attendance.*—The total number of out-patients attendance at the main and three branch dispensaries, during the year 1927, was 300,191 against 273,047 during 1926. This gives a daily average attendance of 8,224 against 748 during the previous year. The number of indoor patients admitted into the European and Indian wards of the hospital during 1927, was 1,701 against 2,621 during 1926. A portion of these cases was, as usual from the villages beyond the settlement.

*" Vital Statistics.*—The number of births and deaths as registered by the birth and death inspector was 861 and 774, respectively. Eliminating 76 imported deaths, the birth and death-rate for the year work out to 34.44 and 27.92 per mille, respectively. A statement of deaths by diseases is given below. Deaths among children under two years contributed to 30 per cent. of the total mortality.

Nationality.	Births.			Deaths.		
	Male.	Female.	Total.	Male.	Female.	Total.
Europeans .. ..	8	9	17	5	4	9
Anglo-Indian .. ..	17	18	35	5	1	6
Christians .. ..	21	20	41	25	23	48
Hindus .. ..	329	325	654	284	225	509
Mohamadans .. ..	60	53	113	113	88	201
Portuguese .. ..	—	1	1	1	—	1
Total .. ..	435	426	861	433	34	774

*" Cause of Death.*

Diseases.				Inside Settlement.	Outside Settlement.	Total.
Malarial fever .. ..	..	..	..	46	5	51
Pneumonia .. ..	..	..	..	54	11	65
Influenza .. ..	..	..	..	30	4	34
Dysentery .. ..	..	..	..	36	9	45
Cholera .. ..	..	..	..	1	9	10
Smallpox .. ..	..	..	..	7	—	7
Enteric fever or typhoid .. ..	..	..	..	11	—	11
Phthisis .. ..	..	..	..	29	1	30
Old age .. ..	..	..	..	27	1	28
Meningitis .. ..	..	..	..	—	2	2
Diphtheria .. ..	..	..	..	1	—	1
Other diseases .. ..	..	..	..	456	34	490
Total .. ..	..	..	..	698	76	774 "

The above statistics are not indicative of whole truth as regards the suburbs of Khargpur railway colony, where many employees are forced to live for want of quarters. According to the last census (18th March, 1921) figures, the population of the railway colony consists of 15,170 males and 10,112 females, making a total of 25,212. The deficiency of 5,058 females in the railway colony is a noteworthy feature and indicates the effect of inadequate wages and housing conditions in regard to the sex ratio.

The sanitation and local matters at important railway centres are looked after by station committees, a few of which contain provision for employees representation by election, the percentage of elected members to ex-officio members is very small so that these committees are mainly official ridden.

At Khargpur there are 12 ex-officio members and 15 elected members of whom there is a good number of non-Indians who generally vote with the officials. The best way to deal with sanitation and other matters is to change the constitution of all these station committees so as to make them local self-governing bodies consisting of elected representatives without any official interference. The agent can veto any resolutions of the station committee and this power of veto should be removed. At Khargpur, sanitation matters are supposed to be looked after by the station executive officer who comes from the ranks of the police or military to guard a labour colony while the medical officer at Khargpur is not in charge of the sanitation of the colony.

The medical facilities as they exist are not at all adequate. There are only about 91 beds for in-patients at Khargpur and on the line, doctors are required directly to look after both sanitation and medical questions jeopardizing thereby both. Sanitary inspectors should be employed at places like Tatanagar where nearly 3,000 persons live in the railway colony but the present policy of the railway is indicated by removing the services of the previously existing sanitary inspector and entrusting the duties

to the local doctor who is required to tour in the out-stations and render medical assistance. Already frequent complaints have been made that the services of the doctor are not easily available. More doctors and more dispensaries are badly required.

There is a crying need for a Zenana hospital in railway colonies like Khargpur where the Indian female population is very considerable and there is diffidence to be treated by male doctors owing to purdah habits. Lady doctors at places where there are 1,000 females and Zenana hospitals at places where the female population is higher are necessary. At present there is not even a single lady doctor in the railway for Indians. There are no trained Indian nurses for the north side at Khargpur whereas there are five European nurses exclusively for European ward and a lady doctor appointed sometime ago has been replaced by Anglo-Indian sanitary inspectors.

Hookworm disease is very much prevalent, and operations against it have been suspended on account of the hopelessness of the task. Indian doctors do not rise above the assistant surgeons cadre, and very highly qualified Indian doctors are not employed on this railway. Private practice is discouraged, and segregation camps made very unpopular on account of bad accommodation and special hardships suffered therein.

The practice of compulsory countersignature by railway doctors of any sick certificate issued by even more competent doctors is a source of harassment to the staff and the right of reference to independent medical opinion is not allowed. The railway doctors being railway servants, are liable to be easily influenced by indirect official pressure, in declaring medically fit or unfit railway employees. There should be a panel of independent competent doctors to whom an aggrieved employee may appeal or refer his complaint, and thus be saved from the monopoly of the local railway doctor.

*Safety.*—There is no joint committee of the railway and the employees as on the G.I.P. Railway, for the purpose of educating the workers in accident prevention through magic lanterns, cinema films, etc. The union representatives are not allowed to take part in the enquiries conducted when accidents take place. For example in the wagon shop accident enquiry, the union officials have not been allowed to take part in the enquiry. Factory inspectors rarely visit the factories, and are not known either to the workers or their union. There should be close co-ordination between the factory inspectors, the trade union and the industrial undertakings in regard to factory inspection, and enforcement of factory regulations.

#### VI.—Education.

The railway employees being liable to frequent transfers, the education of their children presents a serious problem. There should be no restriction in regard to the facilities for travelling from their homes to places where education can be received, and the education should be encouraged by granting full boarding and school allowances until the completion of the courses. At every place where there are about 25 school-going children, a school should be opened and colleges at suitable centres, throwing open courses of studies for higher posts on the railway should also be founded. The present racial discrimination in regard to the assistance given should be abolished. In the year 1925-26 the railway spent Rs. 116,154 for European education, and only Rs. 95,084 for Indian children.

*Institutes.*—There should be no racial discrimination in throwing open institutes as at present. As the railway workers have got to lead a solitary life in out-stations generally, facilities for recreation, travelling library, much more travelling cinema cars, radio sets, etc., should be provided. The workshop men at Khargpur are refused admission into the membership of the institutes on account of the inadequacy of its equipment, and therefore more institutes should be opened.

*Co-operation.*—The railway should as a rule give full facilities for recovery of dues through salary bills towards any benefit institution started by the union for the benefit of the employees, and should not interfere in the employees' organizations working on co-operative basis.

#### VIII.—Workmen's Compensation.

The scales of compensation in the Act do not come to the standard required by the International Labour Convention. Secondly, all railway employees are not eligible for compensation under the Act. This distinction should be abolished. As many lower paid employees are not properly educated, they do not know their eligibility for claims under the Act, and application for compensation is frequently delayed more than six months, and thus become time barred under the Act. This time bar under

the Act should be abolished. The unions should be allowed to apply for compensation without being gagged as being individual cases as was recently experienced from the district commercial officer, Khargpur, in regard to a claim's case represented by the union on behalf of a widow of the deceased employee. The amendments in the Act bringing it in line with the International Labour Conventions should be made. Enquiries into the occupational diseases of the railwaymen should be conducted by competent officials, and occupational diseases should receive deserving compensation. At present there is no occupational disease for the railwaymen so recognized. Further, men should not be reduced in pay when reduced for medical reasons, e.g., footplate men failed for eyesight should not be discharged or reduced in pay if employment is ordered or continued.

*Indian Trade Disputes Act.*—This Act, which came into force in 1929, has not been so far satisfactorily functioning. The few privileges recognized in the Trade Union Act have been withdrawn under the Trade Disputes Act in regard to expenditure of funds, and Acts in furtherance of trade disputes which are now declared to be illegal. The court of enquiry is not instituted whenever there is a demand by either of the parties at a dispute as demonstrated in the recent tin-plate strike. Similarly, boards of conciliation are yet to prove their worth. The penalizing of public utility services by declaring their strikes as illegal and the requirement of prior notice to enable an already powerful employer to make preparations against the employees contemplating strikes, are some of the reactionary provisions in the Act.

*Indian Trade Unions Act.*—The separation of political funds from the general funds of the trade unions, the power in the hands of the registrars to call for any records before registering the unions, restriction of the objects for which the trade union funds can be expended, are some of the undesirable portions in the Act. The registered unions do not enjoy any additional status before the employer such as recognition of the right to represent cases of the members of the union. Yet this union has registered itself under the Act.

#### XV.—Industrial Disputes.

There have been on various occasions strikes in various departments whenever some act of injustice caused the explosion of the curbed discontent among the employees. Since the history of the union two serious disputes, namely, a general strike and a lock-out, were conducted by it in 1927.

The circumstances leading to the strike were briefly a demand for revision of wages, inquiry into workshop dismissal cases, protection against ill-treatment of some of the supervising officials and other grievances. The union tried its utmost to pacify the employees, and explored all possible avenues of negotiation, until at last, on 11th February, 1927, Mr. W. V. R. Naidu, being transferred to work under an officer known to be very inimical towards the union, the employees became exasperated, and declared a strike which was ratified by the central council of the union later at the same time appealing to the administration to come to honourable settlement. An adjournment motion was moved in the Legislative Assembly, and in all the provincial legislative councils under whose jurisdiction the railway runs. On the day of declaration of strike there was bayonetting and shooting, and Section 144 was declared preventing the assembly of the people. Union leaders wherever they went were served with notices under that section to leave the places and yet all classes of employees clerical staff, running staff, traffic staff, workshop, and shed staff, permanent-way staff, catering staff, etc., obeyed the mandate of the union, until at last negotiations were opened between the union and the administration, and the following settlement was affected:—(1) No victimization; (2) Promise of increase for employees on Rs. 11 and below; (3) An enquiry by the transportation manager into all cases represented by the union. Within a few months after the recall of the strike, certain revisions in the scales of pay for certain staff were made. The strike was recalled with effect from 9th March, 1927, and according to union's estimate, 40,000 employees were on strike for 23 days. According to "Labour Gazette's" statement, 5,63,421 working days were lost, and the railway incurred a net loss of 17 lakhs in earnings for the month of February alone, excluding nine strike days in March. The men lost 3·79 lakhs of rupees in wages for the period.

Subsequent to the strike the administration adopted an unfavourable attitude by withdrawing union's right of representing individual cases of injustice, by discharging workshop employees finally ending in retrenchment of nearly 2,000 employees. The union proved by facts and figures the motive of victimization behind the policy of retrenchment, and when notice of block retrenchment was served, the workmen stopped work, and the administration retaliated by a lock-out, which extended to nearly three months, involving a total loss of 8,80,218 working days in the year. The union made organization for another general strike throughout the line to remove the lockout, and the Government was approached to intervene in the matter. A settlement



was effected, and men were advised to resume work on 6th December, 1927, on conceding the following :—(1) Full lock-out wages for three months and odd ; (2) An enquiry committee to investigate into the allegations of victimization in retrenchment ; (3) An employment bureau to re-engage the retrenched in the vacancies ; (4) A promise of no block retrenchment in the future.

The findings of the enquiry committee were very disappointing, and only about 38 men were reinstated and 22 men recommended for a compensation of Rs. 6,080. The union was not even given a copy of the report of the enquiry, and the report is still a sealed letter to the union.

#### XIV.—Trade Combinations.

On account of the railway employees being scattered over more than 400 stations over a route mileage of more than 3,000 miles, organization is very difficult in the absence of card passes for organizers or otherwise a large percentage of income may have to be expended over travelling expenses in the absence of the facility of recovery of union subscriptions through pay sheets. If the employer helps the union in this respect, the work of the union will be much facilitated, and run on better lines. The union's activities have been directed to protect the interests of the employees by making representations in regard to both general and individual grievances, welfare activities such as mutual death benefit fund, relief funds, etc., and other matters peculiar to trade unions. Of late, the administration has adopted an unfriendly attitude by handicapping the activities of the union by withdrawing the right of representing individual cases, encouraging rival institutions formed by blacklegs, namely, B. N. Railway Employees Union of Garden Reach, having a fraction of total membership of this union, by withdrawing card passes and concession tickets hitherto issued for union work, by setting up rival bodies like welfare committees, which are given the right to represent individual cases by officials nominated by the railway, by victimizing certain important officials or ex-officials of the union like Mr. W. V. R. Naidu, who was discharged admittedly on the ground of creating unrest at Khargpur. In this connection the evidence given by a responsible railway officer, Mr. Tipler, before Rogers Retrenchment Enquiry Committee, that communal riots at Khargpur made it easier for the railway to control labour for the Khargpur workshops is an indication of the general mentality of the officers of his type.

When the union was increasing its strength, welfare committees were brought into existence by the administration to serve the purposes of free company unions, and are a serious menace to constitutional trade unionism.

In order that the industrial disputes hereafter be minimized, if they cannot be avoided, this union strongly holds that only a single union should be recognized, and membership of the employees in the union made compulsory.

As adopted by English Government for its works committees in the light of the recommendations made by the Government Committee of Enquiry formed to investigate into the question of best constitution for Whitley committees, joint standing committees consisting of employers and union's representatives, should be set up to deal with all labour questions, in order to avoid the danger of friction between unions and works committees, as was experienced in Germany. Unless rival institutions to trade unions are discouraged openly and trade unions encouraged to deal on all matters affecting their respective members by conceding the principle of joint consultation on staff matters, there is not much hope for trade unions being run on constitutional lines in this country.

**Mr. H. S. SUHRAWARDY, PRESIDENT, MUSLIM WELFARE COMMITTEE,  
B.N. RAILWAY, KHARGPUR.**

The Muslim welfare committee, representing the Muslim employees of the Bengal Nagpur Railway Company, wholeheartedly welcomes the enquiry undertaken by the Royal Commission on labour. This committee has been formed with a view to safeguard the interests of the Musalman employees of the Bengal Nagpur Railway Company, and their children. The Musalmans have realized with regret that little attention has been paid to them with the result that they are not properly represented in the railway. This committee aims at continually watching over the interests and welfare of the Musalman employees, making proper representations, and ceaselessly prosecuting those representations, and not permitting them to fall into abeyances and oblivion. Since the last year the Musalmans have kept themselves aloof from the Indian Labour Union, as they find that apart from the general labour problems common to all there are some special problems of the

Musalmans which the Indian Labour Union is unable or unwilling to consider, and which can only be voiced by a Muslim labour organization. This body is, however, prepared to co-operate with all the bodies that seek to remedy the grievances without violence or disorder. This committee aims at looking after the interests of the Muslim employees all along the lines and is not merely confined to the employees of Khargpur. For these reasons the Muslim welfare committee was started in September, 1929. This committee as far as the problems of services, wages, grade, gratuity, leave, passes, compensation of life, education and housing, etc., etc., are concerned, fully co-operates with the demands, suggestions and recommendations made by the Bengal Nagpur Railway Indian Labour Union. Besides the Musalmans have some special problems of their own, which the labour union is unable or unwilling to handle, and which will be found in this memorandum.

*Muslim Employment.*—The railway employs about 73,000 employees of whom only about 3,000 are Musalmans; and the rest are non-Muslims. There are thousands of Musalmans available, unemployed, who may be suitable employees; but they find great difficulty in securing employment on this railway, and in knowing when a vacancy occurs. At Khargpur, one of the biggest headquarters of the railway, about 11,000 men are employed in the workshops where the Muslims are only about 1,200 and the rest are non-Muslims. Many a vacancy in various departments falls vacant, and at such a big headquarters as Khargpur the vacancies occur every now and then; but they are generally filled up by non-Muslims, giving the Muslims insufficient chances. In the Bengal Nagpur Railway head office, Kidderpore, there are not more than a dozen Muslims. In the chief mechanical engineer's office, Khargpur, there are only seven Musalmans. The office of the superintendent of workshops does not consist of even a single Musalman clerk. In brief the Musalmans are inadequately represented in almost all the departments and offices of the railway, such as the offices of the superintendent of electrical branch, superintendent of running repairs, work managers, shop foreman, engineering department, locomotive sheds, commercial, transportation, etc. In almost all the above-mentioned offices and departments the heads and sub-heads of the departments are non-Muslims, and it is due to this reason that whenever a post falls vacant, these heads of the departments who are obviously influential are able to get the vacant post filled up by a candidate who is either a relation or a friend, or a man whom he qualifies for the post at his own pleasure. They also direct and conduct the competitive examinations which are held in various departments with a view to select competent hands, and so it lies in their province to qualify and disqualify, to select and reject a candidate at liberty. Even since the apprenticeship system has been introduced in this railway, there are merely a handful of Muslim boys who have been appointed as apprentices, though there were and still are hundreds of suitable and competent Muslim candidates who generally were and are relations and dependants of the employees of the railway. There are two different grades of bond apprentices, "A" grade (higher) and "B" grade (lower). The candidates for the former have to undergo a competitive examination which is conducted and directed by the head of the department, who, being a non-Muslim, does not duly favour the causes of the Musalmans, and, consequently the Musalmans are not granted sufficient and proportionate chances. The candidates for the "B" grade bond apprenticeship are selected by inspection which is done by the higher officials of the departments, who, similarly in their turn, do not afford proportionate and sufficient chances to the Musalmans for they do not pay due and necessary attention towards them, as has been our experience for the last many years.

*Muslim Education.*—Khargpur is a railway colony, therefore it falls on the shoulders of the company to afford educational facilities adequately to the children of the employees in particular and of the inhabitants in general. At present there are three schools in the colony, one for girls and two for boys, of which one is a High School which consists of about 600 students. There are a large number of boys of school-going age who cannot be entered into the school for want of accommodation. This lack of accommodation is the chief factor in spoiling the life of many boys; and hence many are unsuitable and incompetent for railway's work. The Muslim community is in a minority; and by not affording proper educational facilities to their children when they need it, we cannot produce satisfactory and sufficiently suitable and competent boys to serve the company in future. As far as the Musalmans are concerned there is not even a single school maintained by the company where religious training may be given to the Musalman boys, a sort of education, which from the Muslim point of view is of the first importance.

*Indian Recreation Club.*—There existed many clubs in Khargpur, which were named Indian Institute Club, Friends Union, Morning Star and Light of Bengal, etc., and which were of great repute, before the year 1920, the year in which the then agent of the railway amalgamated them all, and established a united club which is called the Indian Recreation Club; and consequently a four walled ground was

erected which was enlarged later on in the year 1927. At that time the Musalmans were satisfactorily represented in almost all the clubs and in some of them they were even more than the non-Muslims. Ever since the Indian Recreation Club is founded, which is managed by a managing committee of 11 Indian members and a European president, the Musalmans have not been paid due attention, despite the facts that they were the best hockey and cricket players, and many of them held good records. This they experienced and realized in a couple of years, and consequently established a club of their own under the name of Muslim Sporting Club in the year 1925 by raising subscriptions and funds from among themselves, and thus a considerable number of Muslims kept themselves aloof from the Indian Recreation Club. The Muslim Sporting Club consists of about 150 members and is maintained by means of subscriptions and special donations, and it has no concern with the railway, as far as its management and finance is concerned. Ever since the establishment of the sporting club the Musalmans have been improving very much and have entered in many games of championship and won shields, whereas their progress was marred by the Indian Recreation Club.

*Muslim Representation in Colonial Bodies.*—There exist many bodies in the railway colonies such as the Khargpur Station Committee at Khargpur, which looks after the work as done by the municipal committees in many places. The members who constitute the bodies, are jointly elected from various wards or divisions of the town. There are other bodies such as the institute managing committees and many sub-committees, the members of which are likewise jointly elected. In almost all these bodies the Musalmans are not duly represented; and this method of election as employed at present does not satisfy them, and we are strongly of opinion, cannot safeguard and watch the rights and interests of the Mohamedans.

*Housing.*—The railway company has built quarters of various types and designs for the employees, such as I, II, III, IV, V, etc., types at Khargpur. Of those, Type I has no latrine or courtyard, things which are highly necessary for health sake. Muslim women have to observe purdah in order to follow their religion, religious tradition and the customs of the nation, which cannot be observed properly in those quarters, for they have to come out of the house to go to the latrines, which are situated at a distance off. Therefore these types of quarters are unsuitable as far as the Musalmans are concerned.

*Victims of the Communal Disturbances.*—Three communal riots, one in 1926 and two in 1928 have taken place at Khargpur, between the Hindus and the Musalmans, causing considerable loss of life and property to the Mahomedan minority. We think that the civil and the railway authorities, who were in charge of the locality and station, were responsible for the recurrence of the riot, as they failed to appreciate the Muslim demands and point of view, and left them at the mercy of the Hindus. The demands of the Musalmans for separate housing and larger proportion in the services, which will tend so to equalize matters that the Hindus will not be able to take advantage of their preponderance, is still very tardily met by the railway administration. There are many Musalmans still residing amongst Hindus, and the property of Musalmans in the Hindu area left unprotected as it is, is being daily destroyed. In the services there is hardly any improvement and though the justice of the claims of the Musalmans seems to be recognized the local authority seems still to be dominated by the Hindu majority and do not appoint Musalmans.

*Demands, Suggestions and Recommendations.*—*Employment.*—The number of the Muslim employees should be increased till they are 45 per cent., by means of reserving seats for them and by allotting the vacancies that occur in future to the Muslims, in order to attain the suggested proportion. The competitive examination should be abolished; and in almost all the departments of the railway 45 per cent. posts should be reserved for the Musalmans in consonance with the policy adopted by the Government of India when recruiting men in the various Governmental departments. The age restriction should be fixed for "A" grade bond apprenticeship at 25 years; and for "B" grade bond apprenticeship at 20 years.

Preference should be given to the relations of the railway employees, and the notifications of the vacancies should be published in the Bengal Nagpur Railway Gazette, and notices should be pasted on the notice boards of the department to this effect.

*Education.*—The school buildings should be enlarged and either arrangements should be made to give religious training to the Muslim boys in the school or the administration should undertake to supply the Musalmans with the teaching staff, and necessary apparatus to lay the foundation of a new "Madrasah," preferably within the mosque grounds or anywhere else suitable for this purpose.

*Recreation Club.*—The playing ground situated in the old settlement should be specialized for the Musalmans whereas the other two grounds, one at Neempurah

and the other at the new settlement, should be specialized for the non-Muslims ; and a recreation club consisting of Muslims should be founded on the same footing as those of one which exists at present for the non-Muslims.

*Reservation of seats in Colonial Bodies.*—In the station committee, Khargpur, two seats should be reserved for the Muslims who will be nominated by the Muslims welfare committee, and who will also represent Ward No. VI of the colony where the Muslims mostly reside. In the school committee two seats should be reserved for the Muslims and on the institute managing committee two seats should be reserved for the Muslims, the sub-committee should also hold a proportionate number of Musalmans.

*Housing.*—The quarters should be made suitable for the Musalmans. Latrine and courtyard should be added to the quarters of type I at Khargpur, and in future this principle should be followed in building new quarters.

## THE MADRAS AND SOUTHERN MAHRATTA RAILWAY EMPLOYEES' UNION.

### Preface.

(In the year 1919, when there was a great awakening among the working classes in the wake of the Sathiagraha movement of Mahatma Ghandi, this Union was organized by some enthusiastic employees of the railway workshop at Perambur, with the sympathetic co-operation of a few publicists who were interested in the Trade Union Movement. It was registered in the year 1928, under the Trade Union Act, and is affiliated to the All-India Railwaymen's Federation and the Trade Union Congress. This is one of the few unions which did not originate on the eve of a strike or has faced one since its birth. It has grown steadily during the last 10 years and has to day, 28 branches at the various centres with a total membership of over 29,000).

### I.—Recruitment.

1. (i) No information is available regarding the extent of immigration of workers from other parts of the presidency. But this much is certain, that practically all supervising staff are foreigners. (By supervising staff, we mean foremen and others above). The extent of migration and the places from which they have migrated are unimportant in so far that all the workers have been practically settled in the place of industry.

(ii) Owing to problems connected with unemployment and unprofitableness of agriculture, people migrate from one part of the country to another. No definite cause can be assigned for any particular stream of migration.

2. (i) Regarding extent and frequency of return, there is no definite information, but the statement that the workers are more attached to the villages is exaggerated.

(ii) More than 95 per cent. of the workers representing the class of permanent labour force have no contact with the villages and the extent of absenteeism stated in section 8 below, will well substantiate this statement.

3. (i) It is the claim of the railway administration that persons, to senior and supervisory grades in workshops, are recruited from the lower grades. This is far from the truth. Practically all the foremen are recruited from England. As for lower grades, the artisans are recruited from the apprentices trained by the railway. Apprentices first undergo the prescribed course for a stated period, and are employed by the railway. The only unsatisfactory feature in the permanent employment of apprentices is that undue discriminations affect the prospects of the workers ; also the status of regular workers is not given to those who have undergone the prescribed apprentice course, immediately after the course is over. In Hubli and Arkonam especially, apprentices when they finish the course are not absorbed in the railway service.

In the running staff, all the covenanted drivers are directly recruited by the board of directors from England. Many of the special grade drivers are Europeans. Thus 15 per cent of drivers are Europeans. Such racial discrimination in the matter of recruitment to higher service is noticeable in other departments as well. 20 per cent of the signal inspectors are Europeans.

(ii) There must be a selection committee for each department consisting of officers and representatives of employees, nominated by the union. Selection must be based on the qualifications of candidates and claims of qualified sons of employees must not be neglected.

(iii) Public employment agencies could not function satisfactorily, for they have no knowledge of railway technique. Railway training schools should be established in convenient centres where both general education and vocational training relating to railway service must be given. Proper facilities must be granted to the children of the employees for training in the schools. Recruitment must be confined as far as possible to pupils from these schools.

Foreign scholarships should be given to apprentices and employees showing special aptitude for work.

7. (ii) (a) Unemployment due to block retrenchment took place in the Arkonam engineering workshop last year and this year. But such cases have occurred only in the engineering department. More than 300 workers out of 1,700 have thus been affected. Retrenchment of another 300 men is now contemplated. In other sections dismissals or discharges for trivial reasons, compulsory retirement on medical certificates and periodical medical examinations, are quite common.

*Statistical Section.*—Introduction of Halswith machine system has caused unemployment of 40 clerks.

(b) Voluntary retirement not being generally allowed, accounts for some cases of unemployment.

(c) Persons are discharged for causes not known to them and they are not given any opportunity to know the fault or the causes of their discharge. They are simply served with a month's notice. Often, many workmen, especially in the printing press, electrical department, construction, stores and workshops are thrown out of employment as soon as the work is over.

(iii) No block retrenchment or compulsory retrenchment should be resorted to by the administration. If such a course is imperative, persons who are thus discharged should be given the benefit of provident fund and gratuity as if they retire by superannuations. Block retrenchment in workshops could be avoided and unemployment restricted if contracts are not placed for railway materials with other firms. General unemployment results from the failure of the administration to fill up vacancies arising from ordinary retirement. (Refer answer to question 15 below).

(iv) There is no unemployment insurance at present. Some scheme should be introduced, the sooner the better. The provident fund gives no definite relief.

8 (iii) *Absenteeism.*—In many cases persons absent themselves from work for valid reasons. The predominant causes of absenteeism are personal illness, illness of near relations, and necessary social and religious observances. There is no seasonal absenteeism except when there are epidemics, etc. In most cases examined by the labour union, the average number of days in the month lost is below 2.

## II.—Staff Organization.

10. There is an agent, assisted by two deputy agents, three secretaries and heads of the following departments :—(1) Transportation department, (2) engineering department, (3) audit and accounts department, (4) mechanical engineering department, (5) electrical engineering department, (6) stores department, (7) medical department.

*Transportation Department.*—There is one transportation superintendent and traffic manager, assisted by five deputies and three assistants. There are two district transportation superintendents for each district, one for loco, and the other for traffic with assistants.

*The engineering department* consists of one chief engineer, five deputies and three specialists and assistants.

*In the mechanical department* there is the chief mechanical engineer assisted by one deputy and special officers.

*In the electrical department* the chief electrical engineer is assisted by senior assistants.

*The controller of stores* is assisted by district controllers.

*The chief medical officer* is assisted by the district medical officers.

11. The members of the superior managing staff are recruited from England. As regards other grades in the managing and supervising staff, there is no definite method of selection. Some are recruited from England, a few from subordinate services and some from outside.

The supervising staff of the mechanical department consists of works managers, their assistants, foremen and assistant foreman and chargemen. All, except chargemen and a very few foremen, are recruited by the home board from England. Men already in service are seldom selected.

Direct recruitment obtains in many cases in various departments. Out of the 22 signal inspectors 6 are men recruited from England.

12. (i) Members of the superior supervising staff are recruited from England and subordinate supervising staff are selected from rank and file.

(ii) As for the workshop staff, no training is given except what is gained in the course of apprenticeship. Station masters, block operators and signal inspectors are given practical training only in their work and are required to pass departmental examinations. Other facilities for training workmen for promotion are unknown.

13. (i) General relations are not quite satisfactory. Workmen are harassed by the managing staff sometimes, if they incur their disfavour. All disciplinary powers are vested in the respective officers. Supervising subordinates report breaches of duty. Disciplinary action is taken against persons without adequate enquiry and without giving sufficient chances for defence. Rules regarding submission of appeals seldom promote justice and fair play. Instances are not rare in which complaints against the supervising staff were not enquired into, but were decided on the version of the supervising staff alone. It is suggested that all cases of appeals must be enquired into in the presence of representatives of the union by the head of the department or by a board consisting of equal number of representatives of the union and the administration. The aggrieved party must be given every opportunity to know the nature of his fault and to rebut all allegations against him.

(iii) In the transportation department the administration has introduced a scheme of "staff committees". It is acting as a rival institution to the union and is intended to undermine its strength and influence. It is decidedly detrimental to the growth of true trade union spirit among the employees on this railway.

(iv) There are none on this railway at present. Works councils and industrial councils constituted on the lines of those in England will be greatly helpful.

14. *Time keeping, piece work, contract and attendance registers.* (i)—Maintained by time keepers loco. clerks and station masters and checked by audit staff.

(ii) Wages are paid by pay clerks of the audit department to the workers in the presence of supervising staff. In the pay slips, details of earnings and deductions must be shown.

15. (i) The administration wherever it gives contracts to outsiders, e.g., printing, electrical fitting and supply of power, construction, etc., does not exercise any control. In the construction, contractors primarily supply labour and materials while the company servants supervise the work. In other departments there are no contractors as intermediaries of labour.

The system of giving indents to outsiders is coming more into vogue. To cite an instance, Messrs. Burn & Co. are the contractors for building under frames, for providing points and crossings and built wagons, and the Bengal Iron & Steel Company supplies cast iron pot sleepers. Ready fitted engines which were formerly assembled and fitted in the workshop are now directly imported. Introduction of ferro-concrete materials have displaced cast iron ware which was formerly manufactured in the railway workshop. All these prevent the expansion of the railway industry in different directions, and cause unemployment of people who had requisite training in the railway industry.

Construction work in electrical department is let on contract. Many who had received training in the electrical course could not be absorbed in the railway service. This is one phase of unemployment in the railway industry.

### III.—Housing.

16 (i) Free quarters are given only to some classes of employees as watch and ward staff, a few persons whose services may be required at any time, e.g., station masters, assistant station masters and some "menial" staff of the stations.

Quarters on payment of rent are provided to some workmen in the mechanical department to foremen and chargemen of engineering department and to emergency staff of electrical engineering department.

The union has no information regarding the extent to which housing is provided for workers. No comfortable housing is provided for many of the workers in the workshops, transportation and other departments.

18. *Nature of accommodation provided in each class.*—(i), (ii) and (iii)—Accommodation provided is quite insufficient. Photographs\* of different types of quarters are attached herewith. Three different types of houses are available for the Indian staff.

(a) The first type of quarters, measuring 10 feet by 10 feet with a small verandah is generally occupied by persons drawing Rs. 39 and below, per mensem. Most of these quarters are tiled with mangalore tiles and the heat during summer and cold in winter are unbearable. The walls also, are not high enough. Unlike Anglo-Indian quarters, there are no ceiling pans.

(b) Quarters measuring 20 feet by 10 feet are allowed for accommodation by persons drawing Rs. 40 to Rs. 79 per mensem. This class of house differs from the previous one only in regard to area.

(c) Only the third type is fit for human habitation, but not decent enough for classes of persons intended to occupy them.

These are the three main types for Indians. The railway administration enumerates as many as 18 different types for all classes.

Compared to those of European and Anglo-Indian staff, quarters provided for Indians are inferior in respect of accommodation and other conveniences, while the rent charged is higher.

In relation to workers' demand, the accommodation provided is very inadequate. The average Indian family consists of the worker, his wife, two dependents and two children. The area of habitation available per head is 15 square feet, in the case of the lowest type, and 30 square feet in the next type above.

It is so congested that from the health point of view, the nature of accommodation provided is quite unsatisfactory. The "air space" is very limited in places like Bezwada, Nandyal, Guntakal and other hot climates, where the roof is not more than 12 feet high. The first and second types of quarters above enumerated are generally in blocks of 12 or 6 units. This means the ventilation is poor and there is very little privacy.

(iii) Only employees drawing Rs. 200 and above are provided with electric lights, and the rest should make their own arrangements for lighting, in places where electricity is available. In most cases there is no provision for street lighting in the railway colonies. The present method of recovering 7½ per cent. of the capital cost of installing electric fittings from the occupier of the premises every month hits hard on the first consumer. Recovery of the capital cost must bear some definite relation to actual depreciation.

Conservancy arrangements are at present inadequate in railway colonies. Common latrines are provided for two or more blocks. It is divided into two separate sections with squattings one for men and the other for women. These latrines are very close to dwelling houses and are cleaned only once a day. Separate latrines attached to each unit will greatly facilitate matters. Flushing arrangements would be welcome.

At present, no arrangement is made by the municipality to clean the streets of the railway colony, nor is there an adequate conservancy staff in the railway department.

In the matter of water supply, separate water taps are provided only for quarters of the third type, intended for persons drawing Rs. 80 and above. For the rest, common taps are provided for each group of 12 houses. Great difficulty is experienced on this account, especially when water supply is restricted.

19. All houses in the mofussil are occupied by the staff owing to scarcity of houses. In Perambur, practically all the quarters remain vacant because the nature of accommodation is unsatisfactory. Official pressure accounts for the present occupation of many of the quarters in Perambur colony.

20. Rent is fixed at 7½ per cent. on the capital cost of the building per annum, or 10 per cent. of the pay and whichever is less is collected as monthly rent. It is considered very high, when compared to the insufficient accommodation and poor amenities provided. Rents for houses outside the railway colony are comparatively low. It is suggested that all members of the staff drawing Rs. 50 and less should be provided with free quarters and each family must have a minimum of 300 square feet of shelter. In lieu of free quarters an allowance of 20 per cent. of the salary must be given. In cases where rent is recovered it should not exceed 5 per cent. of the capital cost of the building per annum.

21. No sub-letting. No cases of eviction.

22. In the types of quarters provided, there is very little privacy and there is only one room in the lowest type and there are two rooms in the second type. The result is that domestic happiness is much impaired. Any housing scheme must have at least two rooms, apart from the kitchen and store room, one for the married couple and the other for children. This is the minimum accommodation required.

\* Not reproduced.

## IV.—Health.

23. *General Health Conditions of Workers.*—(v). *Physique.*—Insufficient income means insufficient nourishment.

(vi) *Effect of disturbance of sex ratio in industrial cities.*—The nature of occupation is such that the fatigue is great and the deterioration in the general health of the workers is perceptible. Insufficient nourishment, over work, continuous night duties add to this ill-health.

24. (i), (ii) and (iii). The railway maintains five hospitals at Perambur, Bezwada, Guntakal, Hubli and Vasco-dagama which provide about 90 beds. The company maintains dispensaries at important stations and employees drawing Rs. 30 and below are given free medical attendance. Dispensaries must be opened where there are more than 50 railway employees. Daily rated men must be given free medical attendance.

(vi) *Provision for women doctors, trained midwives or dais.*—This railway does not employ any. The fact that there are very few women workers in the railway service should not blind the administration to the needs of the female relations of men employees in the railway in important railway colonies, as Perambur, Bezwada, Bitragunta, Rajahmundry, Jalarpet, Bangalore City, Bowringpet, Hospet, Gadag, Hubli, Belgaum, Miraj, Ghorpuri, Gooty, Arkonam, Goa, etc. etc.

Special facilities for medical relief to the large number of wives and children of railway employees should be provided. Medical relief to men and women at wayside stations can be best provided by the travelling medical assistants. At present the travelling medical assistants issue medical certificates rather than attend to genuine cases of suffering.

25. (i) and (ii) Medical facilities are well utilized. Where they are not utilized it is due to the inefficiency of the medical staff and the gross indifference of medical assistants.

26. (a) At work places sanitary conditions are observed according to the Factory Act.

(b) Sanitary conditions at home, are unsatisfactory. Difficulties due to common latrines have been enumerated above. Drainage arrangements are imperfect. No separate arrangements for bathing and washing for men and women are available. Drinking water is obtained from taps, and from wells, where there are no taps.

In some places pure and sanitary drinking water is not available as at Hospet. Arrangements should be made for supplying purified water as at Bowringpet. It is urged that septic tanks must be located outside the colony.

27. (i) The railway administration has constituted "Sanitation committees" at large stations. Their functions are purely advisory. No satisfactory results can be credited to the sanitation committees for they have no command over finance.

29. *Diseases.*—(i) There are many cases of industrial diseases though definite statistical information is not available. Lung trouble, defective colour vision are some of the common diseases.

(ii) Figures relating to tropical diseases are not available. There are some centres where malaria is prevalent. Anti-malarial measures must be immediately adopted.

There are as many as 30 unhealthy stations on this railway and members who are locally recruited are not given any special allowance. The chief medical officer has declared all stations from Nandalore to Guntakal as malarial. Yet no malarial allowance is given to employees in those stations, nor are they periodically transferred according to rules.

30. (i) No system of sickness insurance obtains at present. Some scheme must be immediately devised. India being a tropical country and owing to the lack of nourishment, fevers and bowel complaints are common, and workers who live from hand to mouth and whose leave rules are niggardly, are obliged to experience great difficulties.

(ii) A system where the employer contributes one half, the Government one-fourth and the employee one fourth, will work satisfactorily.

(iii) Where western medicine is unacceptable, the railway should employ doctors who have received education and training in the School of Indian Medicines as is done by the municipalities and local boards.

31. Though the railway employs a very small number of women, the needs for maternity benefit for those women employees cannot be overlooked. Women workers in Hubli stores, are discharged during the period of confinement and sometimes re-employed, but they do not receive any benefits during the time of maternity. The district controller of stores at Hubli has definitely refused guarantee of



re-employment for women coolies after confinement, and benefits during the time of maternity. The result is there is a break in permanent service. Free medical aid must be given during the time of confinement. Allowances as obtained elsewhere should be given them before and after child birth.

**V.—Welfare. (Other than health and housing, but including education).**

32. (i) Welfare work is provided by the railway co-operative stores, co-operative credit society, recreation and sports club. Institutes and schools can be mentioned in the welfare work.

(ii) Welfare work in regard to Indian employees is both inadequate and very unsatisfactory. Out of 31 institutes maintained by the railway, there are only seven for Indians. While the institutes for Europeans and Anglo-Indians are commodious and well equipped, most of even the seven Indian institutes are mere apologies, being superannuated condemned carriages.

33. There are no welfare committees on this railway. The establishment of welfare committees is imperative whose duty it should be to provide for necessary amenities both at work places and at home.

34. Provision for refreshment and rest places for physical culture, recreation, amusements and provision for education facilities for adult workers and children, must be attended to by the welfare committees. The so-called Indian institutes receive a stepmotherly treatment at the hands of the administration.

35. The existence of separate institutes for Indians and Anglo-Indians and Europeans, tends to rivalry among different groups of employees.

36. (i) There are no educational facilities worth mentioning for adults. It will be a great step in advance if the administration and the union could work out a scheme of mass education of the adult workers.

(iii) As for the education of the children of the railway employees the railway maintains a number of schools. Only five of them are for children of the Indian employees. This is comparatively inadequate to the needs of employees. The amount spent on account of education per head on Indian student in school per annum, is about Rs. 12, while the corresponding figure for Europeans and Anglo-Indians is Rs. 75.

(iv) The existing schools are utilised to their full capacity and the need for more schools is keenly felt. Primary education must be free and compulsory to all.

37. There is a provident fund administered by the railway. Every employee of the company at present (other than menials, watchmen, coolies and porters) who comes within the definition of the term "servant" except as regards salary or daily rate of pay whose monthly salary or daily rate of pay, is not less than Rs. 15 or annas 9-4 pies or less than Rs. 30 or Rs. 1-2 annas respectively shall have the option to subscribe for the provident fund at a uniform rate of 1/12th of the salary. Those drawing Rs. 30 and above are obliged to contribute to the fund.

The union urges that the benefit of this option should be extended to coolies, watermen, dhobies, sweepers and coolie porters, in fact to all who are in the permanent staff. The union again urges that employees on a daily rate of pay should be allowed the option to contribute to the fund when they have put in a continued service of one year. It is scandalous that workers in the construction department are kept on temporary for 5 to 6 years and thus denied the benefit of provident fund.

Gratuity benefits are allowed by the administration. The present rate of gratuity should be increased from half a month to one month's pay per year of service and the benefits must accrue to persons who have put in 10 years of service and the maximum limit of 30 years must be abolished. The existing system barely leaves anything for old age. 80 per cent. of the railway employees draw less than Rs. 60 per month and a person retiring after 30 years' active service gets only Rs. 900 as gratuity. This is inadequate. Both in regard to the provident fund and gratuity benefits, we propose a graduated scale of contribution by the administration instead of the existing proportionate system.

Also there is no provision either under the Workmen's Compensation Act or under any provision of law relating to provision for persons who are obliged to retire prematurely, which in most cases is due to disability caused by constant living in bad and unhealthy climate and working under unfavourable conditions. At present, when persons are compelled to retire on medical certificate, and who have put in less than 15 years' service are given a maximum of 6 months' pay and no more. Some scheme of life insurance must be inaugurated by the company to which both the company and its employees must contribute.

38. There is a co-operative credit society and also a co-operative stores.

The union seeks the co-operation with the administration, but such co-operation is not forthcoming. The administration views the union with distrust and it is regrettable that it has not yet recognised the union.

#### VI.—Education.

40. (i) Railway administration has made proper arrangements for the education of the children of the European and Anglo-Indian employees. But they are very poor for the children of Indian employees.

(iii) Facilities for education of adults.—Very poor.

41. There is one trades school at Perambur and such schools must be started at all important centres.

42. The union, by its propaganda, has increased the efficiency of the workers. More educational facilities, if given, will still further increase the industrial efficiency of the workers ; for, education would create a deep love for the better standard of living, which in turn will increase the efficiency. In the higher grades of workers, education has undoubtedly encouraged better living and efficiency in work. In the lower grades, the increase in efficiency is not so marked, because no welfare work, including education, has yet touched them. Compulsory primary education and greater facilities for secondary and vocational education of all lower grade employees will create a labour force with greater potentiality and aptitude for railway work.

#### VII.—Safety.

43. Safety measures as suggested by the union must be adopted by the administration.

44 and 45. Many accidents on open line are due to orders of the immediate managing staff asking the workers to take risks. (*Vide* the case of driver Venkataratnam, who was forced to take his engine on the perilous path of the railway bridge, which was deluged in floods.) In the Hamsavaram breaches, in 1928, three deaths occurred as a consequence of the order of the D.T.S. and A.T.S. The crew staff and the guards are obliged to travel on the footboard of moving trains in due performance of their duties. In shunting trains, rules are often dispensed with by the immediate supervising staff in order that the work may be done quickly. This often leads to accidents.

46. A propaganda committee must be appointed to popularize the safety first regulations.

48. *First Aid and Medical Relief*.—The existing facilities are inadequate.

50. Many of the accidents on the Railways, especially on the open line can be traced to long hours of work, work during illness due to stringency of leave rules, insufficient lighting of station yards, etc.

#### VIII.—Workmen's Compensation.

51. The Workmen's Compensation Act is a beneficial measure, but in some cases, due to the ignorance of the workers of the provisions of the Act, claims of compensation decided by the administration are sometimes found to be inadequate. The Act has induced the administration to take measures of safety to avoid accidents.

The workers are not averse to compulsory insurance against accidents. But the insufficiency of their pay prevents them from agitating for the same. The railway company does not insure nor do the individual workers seem to avail themselves of those benefits from insurance companies.

52. It would be desirable to extend the Workmen's Compensation Act to the subordinate supervising staff.

The Workmen's Compensation Act at present applies to accidents only ; it must be extended to industrial diseases.

53. (iv) *Machinery of administration*.—In the machinery of the administration for the workmen's compensation the union must be represented.

**IX.—Hours.***Railways.*

73. (i) Eight hours for the workshop and running-sheds. It is fixed at 10 to 12 hours per day for others.

(ii) Normal eight hours and overtime two hours allowed for workshop and running-shed staff.

(iii) At any time of 24 hours all workers in the running-sheds and transportation are liable to be called on duty.

74. Six days in the week with regard to workshops and printing press. Transportation department (except running-shed and clerical department) all the seven days in the week.

75. (i) and (ii) Hours of rest, as at present obtain in some sections are in accordance with the Factory Act. International Labour Conventions relating to hours and rest days are not yet applied to transportation staff.

76. (i) No interval in relation to fatigue.

(ii) One hour is allowed for meals for workshop and running-shed staff.

(iii) Number of holidays given.

Department.	With pay.	Without pay.
Mechanical .. ..	2 days	18 days besides Sundays and Saturdays.
Electrical .. ..	"	"
Engineering workshop .. ..	"	"
Transportation .. ..	No holiday.	No holiday.

This does not include the privilege and casual leave.

77. All holidays should be treated as leave with pay without any restriction and those who have to work on holidays should be given substituted holidays.

Members of the subordinate staff are entitled to casual leave, special casual leave, privilege leave, sick leave, special leave on urgent private affairs and leave without pay.

Casual leave of 10 days is inadequate. Special casual leave is seldom granted. Privilege leave.—The subordinates must be allowed to accumulate their privilege leave as it obtains in the Government service according to fundamental rules.

Sick leave.—for six months on half pay.

Menials are allowed 15 days' leave with full pay for a year. Leave rules for them are very stringent. They must be allowed the right of accumulation and the benefits of special leave for sickness and private affairs as in the case of subordinates.

Workmen on daily wages are eligible for 15 days with full pay for a year. Sanhe remarks as in the case of menials apply to them also. This cannot be easily done unless they are remunerated at the monthly rate.

**XII.—Wages.**

96. (i) The rates of wages vary in respect of the work performed. For unskilled labour the prevailing rates of wages vary from 6 annas to 10 annas per day. The gangman is started on Rs. 10-8 annas per mensem and at the rate of an increase of 4 annas per year, he reaches Rs. 18 after 30 years. Workshop "coolie" is paid 8 annas per diem at Perambur and Hubli while at Arkonam he is paid 6 annas. His increment depends not on his service nor on his faithful discharge of duty, but on the vacancies that may arise in the next higher grade.

The semi-skilled labourer, when he is employed on daily rate, is paid at the rate of 10 annas to 13 annas per day. If paid on monthly rate he gets Rs. 15 to Rs. 25. More details regarding rates of wages can be obtained from the company.

In the printing press the remuneration is on the hourly basis. For the past 37 years the workmen in the printing press were remunerated on monthly basis and were entitled to the privileges of casual, privilege and other kinds of leave. The change from the monthly to the hourly system is causing great hardship to the workers in the printing press.

(iii) *Difference between money wages and money value of all earnings.*—No worker is paid in kind and therefore this question does not arise. All permanent workers are given four single journey passes, four privilege tickets and other special passes.

97. The rates of wages that prevailed before the war were revised in 1920. During war due to the abnormal rise in prices certain allowances were granted which were consolidated in the revised scale of wages in 1920. Therefore a comparison between the rates of wages now prevailing and the rates of wages prevailing before the war in relation to the variation in the cost of living will indicate that the wages have not increased appreciably.

(i) The nominal wages have increased due to increase in prices.

(iii) According to the index number prepared by the Bombay Labour Office the cost of living has increased 50 points. Wages in most cases have lagged behind.

(iv) Wages are not based on the amount of profits earned by the company. The surplus profits and net earnings of this company are stated below.

Year.	Surplus Profits. Lakhs.	Net earnings. Lakhs.	Year.	Surplus profits. Lakhs.	Net earnings. Lakhs.
1911 ..	11	167.6	1920 ..	32.7	219.4
1912 ..	17.4	191.1	1921 ..	15.3	202.1
1913 ..	17.6	188.5	1922 ..	27.7	270.1
1914 ..	16.7	185.5	1923 ..	41.2	326.8
1915 ..	26.9	221.3	1924 ..	56.5	371.8
1916 ..	35.7	254.5	1925 ..	54.4	373.7
1917 ..	49.1	304.5	1926 ..	54.6	379.3
1918 ..	51.5	313.8	1927 ..	48.1	376.6
1919 ..	48.6	288.2	1928 ..	74.1	482.8

Thus while net earnings have doubled in the course of 15 years and surplus profits trebled, the wages have increased by 30 per cent. only.

99. Except housing and free medical service and free passes, no payment in kind is made.

101. Wages are not fixed by negotiation. In the cases of employees subscribing to the provident fund an agreement exists but there is no mention of wages there. Wages are fixed by arbitrary means by the administration without any relation to the cost of living, or the status expected of that class of workers.

102. The normal wages is one and a quarter of salary for overtime worked. Station staff are not allowed any allowance either for overtime or for Sunday work. In the workshop where workmen are paid on daily rate wages if they are required to work on Sundays they are given 25 per cent. extra pay if the substituted holiday falls on a workshop holiday only.

103. No standardization at present.

104. No great changes have occurred in the rates of wages ; and labour supply remains constant.

105. Minimum wages must be fixed by a wages board set up on the lines of the National Wages Board in England. They should be based on efficient standard of living. The union is of opinion that a sum of Rs. 30 will constitute the minimum living wage under existing level of prices. Minimum wages in regard to different occupations—semi-skilled and skilled should be based on the efficiency of the worker, his qualifications, his status, etc. The demand of the All-India Railwaymen's Federation in this respect is pressed for consideration.

106. (i) The extent of fining is exorbitant in the Hubli workshop, in the printing press and the train examining department at Bezvada and there is no driver, fireman or guard who is not made liable every month to fines.

(ii) Other deductions consist of provident fund, income tax, co-operative stores purchase, rent for company's quarters, re-payment of urban bank loans, subscriptions, institutes, libraries, etc., and debits for materials lost or damaged. Deductions on account of debits work great havoc.

(iii) Fines are utilized for grants-in-aid institutes, Christmas merriments, agent's dances, recreation clubs, and annual sports. The disbursements to European, Anglo-Indian and Indian institutes are unequal.

(iv) The fines should be utilized for the benefit of each classes of employees to the extent that class is affected by the imposition of fines. The fine fund must be administered by a board consisting of representatives of the company and the union.

107. (i) Wages whether fixed on hourly, daily or monthly basis are paid monthly between the 7th and 22nd of each month.

(ii) The trolley system of disbursements in certain sections of the railway causes great delay and inconvenience.

(iii) Payment must be made within seven days of each calendar month. Legislation if necessary must be availed of.

(iv) When the persons to whom wages are due are not traced and no claim is set up for such wages for a period of three years such unclaimed wages shall be credited to special account and they must be administered for staff welfare work.

108. No definite information, but practically all lower grade employees in the railway are in debt. Indebtedness is the result of insufficient income and social customs and sickness.

109. (i) There is no profit sharing system at present. In workshop some jobs are dealt with on the Halsy Weir Premium system.

Under this scheme, savings or gains are apportioned between the company and the workmen in fixed proportions. The apportionment is by a simple division of the time saved, one-half being paid to the worker and the other half to the company.

The object of the premium system, as distinct from piece work system proper is to save time. A time limit is fixed for every job. From the company's point of view this is an advantage ; for the wage cost of a job could never be exceeded as the worker bears the loss if he could not make his ordinary time wage. This unduly trenches upon the worker's earnings and works hardships. Some of the defects in the system, as it obtains in the workshop are given below : and the lines of improvement are also indicated.

(1). The estimated time for the job is the rock bottom possible time for the job including the time for getting up the machine, cleaning the machine and grinding tools, etc. The time must be estimated on the basis of the time taken by a man of average ability.

(2). There will be no limit for the possible earnings or losings. There must be a guaranteed day wage, for the job rate being based on the rock bottom possible time the scope for increased earnings is much restricted.

(3). No account is taken of the increasing fatigue of the worker as the day advances. The efficiency of the worker suffers after the optimum point.

(5). Also there is no guarantee that work will be given without making the worker wait and lose time.

(6). Job rates must be fixed in respect of each job on the demonstration by the planner and the designer.

(7). The job rates are revised arbitrarily ; usually when the earnings are 33½ per cent. more than the estimated job rate. The Rowan system working on the North Western Railway is preferred to the system obtaining on this railway for the scope for saving time and increased earnings is greater as the table below will indicate.

*Earnings under.*

Job rate.			Time taken.	Time saved.	Rowan system.	Halsey Weir system.
100	..	..	80	20	96	90
100	..	..	70	30	91	85
100	..	..	60	40	84	80
100	..	..	50	50	75	75
100	..	..	40	60	64	70
100	..	..	30	70	51	65
100	..	..	20	80	36	60

(ii) The present basis for remuneration of profit is unsatisfactory. The rate of remuneration and the amount of work that can be reasonably turned out by a man of average ability must be determined on demonstration by the planner as is the system obtaining on the North Western Railway.

110. Rules regarding leave have already been enumerated under section 77.

The average number of days that the worker absents himself is from 12 to 18 days in the year including casual leave to which they are entitled. The percentage of absence on leave to total strength varies from four to six.

(iii) The worker experiences difficulties when the leave is applied for and sanction is not conceded.

### **XIII.—Industrial Efficiency of Workers.**

113. Though there is no definite information as to the relative efficiency of Indian workers and foreign workers in the railway industry, this union is of opinion that the efficiency of Indian workers has increased during recent years for reasons stated in reply to question 42 above. More educated and trained men are now coming to work on railways. Their efficiency does not find sufficient opportunity for developing owing to inadequate facilities to Indian and Anglo-Indian staff in regard to work of greater responsibility, importance and intelligence.

114. Peculiar conditions of railway service and bad climate affect the physique and health of the workers. Regarding other factors no definite information is available.

115. The union is of opinion that reduction in working hours, improvement in working conditions, improvement of health and sanitation, provision of better houses, higher wages, prohibition of alcohol and drugs, better nourishment, and education for all will undoubtedly increase the efficiency of the worker.

#### XIV.—Trade Combinations.

117. There is an Indian railway conference association which is an employers' organization.

There is an organization of employees by name "The M. & S.M. Employees' Union" registered under the Trade Union Act. We are the representatives of that union.

There is one non-workshop employees' union and it is not functioning.

The company has organized a staff committee to which all workers of the transportation department are induced to become members and no subscription is levied. We are reliably informed that the workers are compelled by the administration to become members of the staff committee. It is intended to be a rival to our union.

118. *Effect of organization.* (ii)—Punishment and corruption are minimized.

119. (i) *Mutual aid benefit schemes; unemployment; sickness; old age; strike pay.*—No remarks. The union being in its infancy and the refusal of the company to recognize the union though it nearly claims 50 per cent. of the railway employees as its members, account for the absence of these trade union activities.

(ii) *Other activities.*—The activities of the union are chiefly confined to demands for enquiries into complaints against the administration by its members regarding fines and other punishments, leave, etc. The union is now interesting itself in the improvement of housing conditions, gratuity, provident fund, co-operative society, urban bank, etc.

120. (i) History of our union is in the introductory remarks.

(ii) The union has averted many strikes.

(iii) The administration views the union with distrust. Cases of victimization of workers who have taken active part in the union are numerous. The attitude of employers towards the trade union organization is not conducive to the growth of the union.

121. (i) Trade Union Act is utilized only for the purpose of registering the union.

(ii) No definite result has yet been achieved.

(iii) In regard to the registration of unions, rival unions must be discouraged for this purpose. Sections 4 and 6 of the Trade Union Act must be amended. Under the existing rules any seven members belonging to a trade can start a union and apply for registration. In such cases the attitude of the workers in the industry in general must be taken into account.

All registered trade unions must be recognized by the administration. Provision must be made for this.

122. (i) No recognized methods of negotiation between employers and employed.

(ii) The administration never co-operates with the union.

#### XV.—Industrial Disputes.

123. (i) Causes of possible strikes are ill-treatment of workers, failure of the administration to understand the grievances of the workers and victimization. There have been no lock-outs. Strikes against victimization were averted by the union.

(ii) No strikes.

(iii) In Hubli when there was some trouble in the workshop a joint committee of two representatives of the administration and one from the union, sat to enquire into the causes but no definite understanding was arrived at. By timely intervention of the chief mechanical engineer an impending strike was averted. But there was on real redress by the compromise. The trouble is still brewing.

(iv) By the intervention of the union there was loss to workers and not to the administration.

124. (iv) It is desirable to have a joint standing committee consisting of equal number of representatives from the administration and the union and from the public and Government. Two from administration, two from the union, two from the public and the commissioner of labour as chairman for regulating the relation between the employer and employees.

(v) *Opportunity afforded to workpeople of making representation.*—Opportunities are meagre. In many cases they are merely formal.

(vi) Institutions as industrial court, trade board, joint industrial councils will be beneficial. There are no special conditions which will make their establishment impossible in India. They will aid the growth of trade union spirit in the country.

125. *Trades Dispute Act.*—Not necessary.

126. The Government is indifferent.

#### SCHEDULE NO. I.

The M. & S. M. Railway Employees' Union representing the interests of about 25,000 employees out of 55,208 on this railway, notes with much pleasure the declaration made by the M. & S. M. Railway administration regarding their desire to further the following objects :—“(1) To develop good relations between the officers and the staff; (2) to discuss any general or individual grievances of the members of the staff which they may consider should be redressed; (3) to discuss suggestions for improving the efficiency of the service and thus (4) to generally give the staff a better insight into the working of the undertaking as a whole and so increase their interest in it.”

In order to successfully carry out the above objects with which the Union is fully in agreement, the following is submitted for favour of sympathetic consideration

In this connection, the union desires to invite the attention to the following unanimous conclusion arrived at by Munroe Committee appointed on the suggestion of Mr. Lloyd George, by the National Industrial Conference representative of employers, employees and joint industrial councils of the United Kingdom, in February, 1919: “The basis of negotiations between employers and workpeople has to be full and frank acceptance of employer's organizations and the trade unions as the recognized organization to speak and act on behalf of their members.”

It is unnecessary to point out that the recognition of the union is the prime method of approach for tackling the question of good relationship between the employer and the employees.

The Whitley Committee which was appointed in England in 1927 to go into the question of improvement in the relations between employers and the workmen recommended, *inter alia*, the establishment in industries where organizations representative of both sides are in existence, of “an organization representative of employers and workpeople to have as its objects regular consideration of matters affecting the progress and well-being of the trade from the point of view of all those engaged in it, so far as this is consistent with the general interests of the community.”

The said committee also stated that the success of such organizations comprising both the representatives of the employer and the employee would be seriously interfered with, if the idea existed that these committees might be used by the employers in opposition to trade unions and recommended the formation of such joint organizations or committees with the full co-operation of the trade unions. The Government committee of enquiry which presented the report on works committees in England in October, 1918, strongly advised that a committee of shop stewards or trade union representatives as the best solution to the composition of such committees, and accordingly the suggestion was adopted in regard to British Government departments. The German works councils have been so constituted that they act as subsidiary and subordinate organs of the trade unions, with distinct if complementary functions. According to the view of almost all the writers on the subject, “a separate organization of the works councils, whether local or central, is undesirable. Apart from its effect in hindering the activity of the trade unions, it would be nullifying the effective representations of the interests of the workers by the works councils.” Hence both the Whitley Committee and the framers of German Works Councils Act clearly guarded themselves against the mistake of instituting rival bodies to the existing trade unions.

In the light of the best experience from English and continental labour institutions, it is desired that the administration be pleased not only to recognize the union “to speak and act on behalf of its members;” but also to appoint a standing committee consisting of equal number of representatives from the administration and the union to carry out the declared objects already referred to. From what has been already stated, the creation of rival institutions or bodies like the staff committees in opposition to the union is not conducive to the best interests of both the management and the employees.

1. In order to attain the object No. 1 mentioned at the outset, the union shall be thankful for the development of personal touch between the officers and the representatives of the staff who are members of the union, by frequent meetings.

2. As regards the second object, viz., "To discuss any general or individual grievances of the members of the staff which they may consider should be redressed," the recognition of the right of discussion of any general or individual grievances of the members of the staff with the concerned officials of the administration to the union is the only solution.

3. The union desires that the administration should give it all facilities for investigating into alleged grievances by furnishing relevant official records when asked for, and thereby eliminate the scope for frivolous representations.

4. The union should be supplied with copies of all standing rules, etc., affecting the staff, issued by various officials of the railway, from time to time.

5. All service conditions of the employees are to be framed after prior consultation with the union in accordance with the uniformly followed principle in drafting of all the International Labour Conventions of Geneva.

6. *Standardization*.—Uniformity of practice in the enforcement of service rules has to be observed in all the departments of the railway.

7. Designation of employees as menials, lower subordinates, etc., should not result in different service privileges for that reason only, and similarly men paid on either daily rated or monthly rated system are to be given the benefit of equal privileges without distinction.

8. The general service rules of the railway, especially those not affected by local circumstances, like pass rules, leave rules, etc., shall not fall short of the most liberal practice followed on other State-owned railways, and this is to be effected in consultation with the union.

9. *Security of Tenure and Punishments*.—Employees of two or more years' service are not to be treated as temporary, and subjected to various disabilities in regard to service privileges, enjoyed by other staff in general.

10. Employees are not to be engaged irregularly on jobs different from their designations, and denied the privileges attached to the designations covering the actual work performed.

11. Incorrect age records should be open for correction at any time, and in case of age disputes, the employees should be sent for independent medical examination, if desired.

12. Outside recruitment should not be authorized when qualified apprentices trained by the railway are available for employment.

13. Service bonds for appointment should not exist as is the case in Government services.

14. Trade tests or examinations in the middle of service should not be held except for the purpose of selection to superior posts on competitive basis.

15. The rigour of periodical medical examinations giving rise to possible discharge of the employees should be minimized by allowing them the right of appeal to independent and competent medical opinion.

16. Compulsory retirement should be confined only to cases of criminal misconduct, frequent wilful disobedience, medical unfitness, superannuation age and proved inefficiency.

17. Dismissal or discharge of staff on the basis of mere police report should not be effected without full and proper enquiry. Similarly employees acquitted by courts should not be discharged from service.

18. Punishments should not be inflicted before (1) furnishing charge sheets; (2) allowing defence through chosen representatives or the union; and (3) allowing such representatives to examine all evidence for and against the accused. In this connection the following rule observed in the Home Department of Government of India, deserves adoption for all the staff on this railway :—

"That before a Government servant, other than a menial servant, is reduced, removed or dismissed, the charge against him, his defence and the order thereon shall be committed to writing; he shall be allowed an opportunity of cross-examining witnesses against him and of producing witnesses on his own behalf. If reduced, removed or dismissed, he shall be furnished with a copy of the documents showing the grounds on which his reduction, removal or dismissal was ordered. In the event of the reduced, removed or dismissed servant appealing, these documents, together with his character roll or service book, if any, shall be forwarded with the memorandum of appeal." The orders further direct that no servant shall be removed or dismissed otherwise than on proof of dishonesty or of repeated neglect or disobedience of orders or of continued inefficiency or of any other circumstances by reason of which the officer or authority concerned is of opinion that the retention in service would be detrimental to the efficient administration of the service.



19. Decisions imposing punishments should not merely mention the punishment inflicted, but should contain a full statement of facts and reasons influencing the authority giving the decisions.

20. Confidential reports or remarks in the history sheet without the knowledge of the employee should be abolished where prevalent.

21. Debits from security deposits should be made only after giving the accused the full benefit of an enquiry.

22. A definite maximum percentage of 2 per cent. (beyond which fine should not be imposed) should be prescribed, and the infliction of fines should be further discouraged by introducing the merit and demerit system adopted in some railways by which certain marks are deducted or awarded for an offence or good work as the case may be and fines are inflicted only when the black marks come to a definite number after deducting the good marks earned.

23. Right of appeal to at least three higher authorities should be allowed for every employee, and no appeal should be withheld from being forwarded.

24. *Wages*.—Men should not be denied the minimum of their grade on appointment or promotion.

25. Men on the maximum of their grade for more than three years should be given personal increments, if no vacancies exist in the higher grade.

26. *Wage Payment*.—Pending legislation regarding weekly payment of wages, wages should be paid on a fixed date every month, regularly, for all staff on the open line.

27. *Method of fixing Wages*.—The existing scales of pay for the staff have to be reviewed periodically by a joint committee of the railway and the union with a view to improve the rates wherever necessary. The railway board have themselves admitted "Hitherto the idea of a minimum living wage has not found a definite place in the schemes sanctioned from time to time for a revision of wages. Should it be found on examination that the wages of any classes of employees are inadequate, the railway board have no doubt that the agents of railways would be prepared to take all feasible measures with a view to improving the rates."

28. The following principles should guide the fixing of wages :—

(a) Every employee working satisfactorily should be assured the benefit of at least 20 annual increments of the value of at least Re. 1 for unskilled workers, Rs. 2 for skilled workers and Rs. 4 to 5 for lower grade skilled workers and ministerial staff.

(b) Other things being equal, the scales of pay should be fixed in the ascending order for the following classes : (1) Indoor staff ; (2) Outdoor staff ; (3) Shift duty staff ; (4) Moving or running staff.

(c) Further, trade or technical or educational qualifications should receive additional recognition to the one mentioned above, according to the number of years required to be spent additionally for undergoing the technical course.

(d) The minimum of each scale of pay should not fall short of the demands contained in the memorandum submitted by the All-India Railwaymen's Federation to the railway board during May last.

29. Stoppage of annual increments should be guided by article 152 of the Civil Service Regulations as on the N. W. Railway, etc., so that the orders resulting in stoppage of increments may not have generally the effect of postponing future increments. Similarly reduction of pay should be generally for a specified period after the expiry of which the pay should be increased as if no such reduction took place.

30. The system of stopping increments in the loco. department for 40 days' absence, even though authorized, is to be abolished.

31. *Piece-work System*.—The piece-work system in the shops is defective in that the rate fixed for the piece-work jobs is guided only by theoretical consideration, and therefore the following has to be observed in regard to this system :—(1) There must be no compulsion to accept piece-work system ; (2) The estimated out-turn should be the average out-turn put by an average workman trained to do the job for an actual period of eight hours ; (3) There must be guarantee for continuous employment on piece-work jobs ; (4) The piece-work rates must be  $1\frac{1}{2}$  times the ordinary rate as on N. W., B. N. Railway, etc.

32. *Allowances*.—The rules governing the grant of various allowances should be revised on the basis of the most liberal practice on other railways.

33. *Promotions*.—A majority of vacancies in the higher posts should be filled up by men according to their seniority, save in cases where qualifications required for the higher posts are those not to be expected out of a normal senior-most hand in the junior grade.

34. Posts filled by selection should be filled up after competitive examination conducted by a selection board containing proper labour representation to eliminate possible favouritism or victimization.

35. The administration should prescribe regular courses of study for various designations and train the willing staff for the purpose and fill the posts from this class of trained workers, so that there may be no outside recruitment made to the prejudice of the existing staff, the time spent in undergoing the course being treated as special leave with full pay.

36. *Quarters.*—The staff who have to perform (1) shift duties, day and night ; (2) the running staff ; (3) staff whose late attendance will lead to inconvenience to passengers or public or affect the running of trains ; and (4) employees posted at stations where suitable and cheap quarters are not procurable within a radius of three miles from the place of work should be provided with company's quarters very near the place of work.

37. Menial staff attached to offices and all staff coming under items 1, 2 and 3 of the above must be provided with free quarters, and also others liable to be called upon, at any time without notice, to attend to the business of the railway.

38. House rents charged should not exceed 10 per cent. of the salary or 3 per cent. of the capital invested in building, whichever may be the less, and the staff in receipt of Rs. 30 or less should not be charged any rent at all.

39. A census of staff without quarters should be undertaken, and a progressive programme of building quarters to ensure cent. per cent. accommodation within five years should be adopted by raising a special loan on interest to be realized from the employees not eligible for free quarters, within the limits stated above.

40. Types of staff quarters should be remodelled on the advice of a joint committee of the railway and the union.

41. The hard restriction in the matter of bringing dependents to the quarters in the railway colony should forthwith be cancelled.

42. *Provident Fund and Gratuity Rules.*—All staff whether on the daily rated system, " temporary " or above 40 years old at the time of appointment, etc., should be made eligible for provident fund and gratuity.

43. The provident fund bonus should be declared from the beginning of service and not forfeited except in case of misappropriation.

44. Gratuity should be declared at the end of every year, and not made liable to forfeiture afterwards.

45. No forfeiture of gratuity for employees unwilling to accept the post on lower pay, if found medically unfit for higher posts should be made.

46. Restriction regarding the maximum number of years to be counted for gratuity should be abolished.

47. Condonation of previous breaks in service should be permitted, and breaks in service due to strikes which are illegal should not disqualify for gratuity, as penal legislation now in force is a sufficient hardship in such cases.

48. The rate of provident fund bonus and gratuity should be increased on the basis of commutation of pension rules of the Government, wherever they are more favourable.

49. In cases of retrenchment, while in middle of service, additional gratuity should be sanctioned equal to the total amount of subsistence grant required for a period within which re-employment may be expected from the available figures of average labour turnover in suitable posts.

50. When cases of unsatisfactory service come up for consideration, instead of complete forfeiture of gratuity for a period, a partial reduction in the amount according to the circumstances of the case should be made as followed in regard to sanction of pensions in the Government.

\* 51. *Hours of Work.*—A joint committee with union representation should be constituted to deal with complaints of abnormal hours of work.

52. All staff whether performing continuous or intermittent work, should be given the benefit of a day's weekly rest regularly.

53. The principle of regarding the work as continuous at those stations where the number of daily trains passing is more than eight and six for commercial traffic staff as on the S.I. Railway, should be adopted on this railway as well, and the staff performing continuous work should be given the benefit of eight hours shift duty or at most 60 hours work in the week.

54. All staff working continuously or intermittently should have the benefit of 12 hours uninterrupted rest in the day, except in the case of running staff outside the headquarters, where a minimum period of eight hours uninterrupted rest should be assured.

55. Clerical staff should not be asked to work more than six hours a day. The staff who are unable to get immediately the above privileges should be given the benefit of overtime for work performed above six hours for the clerical staff and eight hours for other staff.

56. No staff should be given continuously night-shift duties, and provision should be made for change in the shifts every week.

75. *Medical Examinations and Facilities.*—At least one dispensary should be provided for every area reporting about 50 cases of sickness daily on the average.

76. Zenana hospitals with lady doctors should be provided in railway colonies having a female population exceeding that required for the opening of a dispensary.

77. Defective vision or any ailment of occupational character should be compensated for, as injuries caused by accident while on duty.

78. The amount of compensation for injuries while on duty should not be less than two-thirds and not half of the loss estimated according to the present Workmen's Compensation Act, *vide* provisions of Geneva Convention.

79. Claims for compensation under the Act should not be disallowed for being technically time-barred under the Act.

80. Medical colour tests for footplate men should be based on the enquiry conducted by the International Labour Office in this connection.

81. Compulsory countersignature by company doctors should not be insisted upon in the case of certificates issued by Government recognized doctors.

82. Right of reference to independent and competent medical opinion should be recognized for any aggrieved employee.

85.—*Accident Prevention.*—A joint committee of the railway and the union should be instituted with a view to conduct a "safety-first" campaign among the staff, as on the G. I. P. Railway, and also to deal with questions of accident prevention.

86.—Staff employed in electric and oxy-acetylene welding and on grinding machines should be supplied with goggles and other accessories for the protection of the eyes of the workers.

88. *Retrenchment.*—Block retrenchments should be avoided by absorbing surplus hands in normal vacancies and recruitment of staff to the railway should be conducted only through employment exchanges having adequate union representation so that unemployed men retrenched previously, sons and near relatives of the employees may receive deserved preference to outsiders.

89. *Efficiency of Service.*—In order that the staff may help the administration in improving the efficiency of service as declared, the union desires that it should be taken into confidence at every stage and in every scheme proposed by the administration, such as framing of budgets, proceedings of local advisory committees of the railway, etc. This may be achieved by associating union representatives in such committees or in any enquiry that may be conducted by the administration in this connection.

90. In conceding the above request, object No. 4, which the administration has in view, viz., "to generally give the staff a better insight into the working of the undertaking as a whole, and so increase their interest in it," will be fulfilled to a very large extent.

91. In short, the union begs to submit that the grant of the right of representing general and individual grievances to the union will mean the creation of a machinery to suggest desirable changes in the service rules of the staff, and deal with questions arising out of allegations against the proper application of the general service rules. The further recognition of the right of the union to be consulted at every stage in regard to the problems of the railway will pave the way for real peace and good relationship between the administration and the staff.

Mr. M. S. PALANIVELU MUDALIAR, GENERAL SECRETARY, SOUTH INDIAN RAILWAY LABOUR UNION, RAILWAY COLONY, MADURA.

## II.—Staff Organization.

*Service Agreement.*—The foremost thing which I wish to place before you is the "service agreement" which we railway servants are required to enter into. The conditions under which an employee is sent away from service are, in my humble

opinion, quite arbitrary and it is quite a conundrum of things especially in these days of advanced civilization. The employer is given the choice of retaining or dispensing with the services of any of the employees without assigning reasons for this drastic measure. This has given cause for grief to many an employee who fell into the bad graces of the executive by paying a month's salary in lieu of notice. The railway is a quasi Government service and it is a pity that the rules and regulations applicable to the Government servants are not available for railway employees. For instance, no Government servant can be dispensed with, without proper open enquiry giving him full scope of defence to prove his innocence.

I, therefore, suggest the institution of a competent committee of enquiry (with two co-opted members from the union) before dispensing with the services of an employee and thus make the railway service more secure and in par with that of the Government.

### III.—Housing.

Under this heading there is need for your intervention. The railway administration always puts the plea of insufficiency of funds to provide houses for the employees. The reason why we railway employees press so much for housing when Government servants are not provided with the same is, that the hours of work imposed upon the railway staff especially of the transport branch are untimely and at unusual hours. By providing houses it is not only the employee who benefits by it but the administration is also a gainer in many respects, by having them within reach and without contamination from the epidemics which is the common scourge of every town. I am of opinion that the granting of quarantine leave will be considerably minimised by isolated colonies. A word about the existing quarters should not be considered as out of place. No doubt the houses provided for the European and the Anglo-Indian staff are quite in conformity with the sanitary rules and it is a pity that the houses for the Indians are almost a contrast to the above. Houses are very small and are almost on the ground level without proper ventilation and in many cases without smoke escapades, and not unoften without verandahs or sunshades on either sides. To add to this they are seldom kept under good repair and a personal visit would clear the state of things.

The union suggested many improvements on the existing quarters and to construct all future houses in "D" type the least; or more commodious ones. The "Rogers Committee" which visited the workshop at Golden Rock suggested many improvements in the existing quarters but what sort of improvements were suggested we are unable to say as the union was not provided with a copy of their report.

The roads leading to the houses are seldom repaired, and to my knowledge it has not been done for the last eight years. The lighting arrangement is very imperfect. There are any number of water logs in front of these houses and there is no way of draining them except by evaporation. The next vital thing which is a sore need in almost all the railway colonies is the limited water supply. It is a common knowledge that clean drains could not be had with a limited water supply. The hours of supply are so little, about two hours in the morning and two hours in the evening, each tap serving five to seven houses which is quite insufficient to meet the domestic requirements, not to speak of washing, bathing, etc.

### VI.—Education.

Under this head the union has to represent to your commission that the railway administration has completely ignored the Indians. The European and Anglo-Indian children are given only primary education not in line with the education in public schools. Even this is denied to the Indian children, except at Golden Rock, where a beginning was made quite recently to give only elementary tuition. In other centres there are no schools established up to date. Usually the railway colony is situated more than half a mile from the town and the sufferings undergone by the Indian children can better be imagined than said.

At present the railway administration doles a limited number of scholarships to the employees' children under very severe conditions. The parent must be a low paid employee and the recipient within the age of 18 and makes him forfeit the same if by chance he fails to get promotion to higher class.

At places where education could not be had, free season passes to the nearest educational centre are issued by the administration but the same has age restriction to 18. I need hardly add that employees are located all over the Presidency, but the majority of them have no educational facilities. The constant transfers to employees interfere seriously with the education of the children and the administration turns a deaf ear to the representations from the parents to keep them at least for the beginning of the next scholastic year or term. This seriously hampers the poor boys' education.

The administration needs be instructed to consider such appeals against transfers involving interference with children's education and also to enhance the number of scholarships and remove the age restriction for free pass and grant of scholarship.

### VIII.—Workmen's Compensation.

My connection with the labour union for the last five years has brought to my knowledge many cases of temporary incapacity, permanent ones and deaths in some cases due to accidents while on duty. In the majority of the cases the administration avoids remunerating them or settling them with just compensation by inserting the phrase "Accidents due to negligence" in the accident reports. I need hardly add that a worker would not voluntarily crush his limbs or terminate his life. It is in the nature of things that even insects avoid getting into scrapes which is an involuntary action due to instinct. It is a pity that the administration plays such an undesirable part by inventing such theories as "negligence."

I therefore request the Commission to view this point more liberally and cause to award reasonable compensation to the dead and maimed in proportion to their salary, age and service, and sanction full salaries for the period of illness in case of minor injuries.

### IX.—Hours—(C) Railways.

Before going into the details of the above I wish to draw your kind attention to the climatic conditions obtained in India and elsewhere.

In this country where thermometer never sinks below 83 degrees and rises up to 115 degrees fahrenheit, the hours of work must be less in consideration of the enervation and lassitude consequent under the above condition. The hours of work and rest required of an employee must also be different for day and night as in the latter (night) he has to combat against nature. At present the general rule for rest at headquarters obtained in our railway is eight hours in the traffic and ten hours in the locomotive, even though the employee had worked two consecutive nights. This impairs the health which in its turn reduces the efficiency. Even this minimum rest is much shortened by the employee living in far off places from the seat of work for want of company's quarters.

In our railway the hours of work at one stretch by goods trains and in some cases by the passenger and ballast trains is limited by the termination of the run, which extends very often to 12 to 14 hours. This requires your kind attention and early remedial measures.

*Absence from Headquarters.*—Ever since the bifurcation of transport and commercial a great deal of changes have come in the working system. The transport is trying to minimize the cost of working by introducing long trips, which necessitates absence from headquarters for more than three days, reaching to the maximum of five days at times. In such cases the administration does not give any out-station allowance as obtained in some Indian railways.

*Short Intervals.*—Very often in the suburban and short local services, the transport staff have to work from 5 a.m. in the morning and 10 p.m. in the night, with breakages here and there for an hour or two which the administration considers as "rest hours," but in the right sense it cannot be construed so, as intervals are short. They are, therefore, entitled for remuneration for such intervals at 10 miles per hour.

*Rest House Arrangements.*—Under this heading a good deal of improvement is necessary. At many terminal stations the Indian staff have practically no rest house. In some rest houses built for Indians, furnitures are badly lacking. No doubt in some places commodious rest houses are built, but indiscreet and constant changes in the running length have made them practically useless.

*Weekend Holidays.*—This item is honoured more by breach than in observance. The need for such a holiday once in a week is a necessity for out-door staff and more especially for running men as the hours of rest at headquarters for the latter is at such a low minimum barely sufficient to rest the tired limbs. The imperative need for having this holiday is to attend to the family needs. In this connection I wish to place before you the calculation of a day must be a natural day, commencing and closing with 6 a.m., and not a railway day, from midnight to midnight.

*Leave.*—For all practical questions a railway employee is considered to be a public servant where enforcement of rules of conduct and such allied questions arise. Unfortunately he is not given all the privileges enjoyed by a public servant enjoined in the civil service regulations. Even in the railway working orders a portion of the C.S.R. is copied for our guidance. It is a pity that the railway servants are not in a position to force the railway administration to adhere to the rules published by it.

Though it is notified that every permanent staff is eligible for one month privilege leave and fourteen days casual leave in a year yet not even 25 per cent. have ever enjoyed the privileges. The granting of leave is simply on paper, but the availing of the same is one of extreme difficulty, especially by outdoor subordinates. The reason is not far to seek. It is entirely due to insufficient relieving staff which is fixed at a very low minimum.

I therefore suggest that the railways be asked to increase the percentage of the relieving staff.

In the S.I. Railway workshops the workers were enjoying 15 days casual leave per year, and from the very commencement of these workshops, three days absence without permission. In the year 1926 the administration sought to delete the three days absence without permission, and there was a lockout in consequence. The matter was referred to arbitration, and the labour commissioner, after consulting other railways, ordered the S.I. Railway to continue the old practice. This went on till the general strike of 1928. After reopening of the workshops in August, 1928, the administration rekindled the above vexed question and now an employee is considered to be a defaulter and summarily dispensed with if he absents himself even for a day without permission.

The granting of permission is the one of extreme difficulty as the formality has to go through various hands. In case of sudden illness or death in the family the poor workmen are quite in a fix to conform with the above rules. Oftentimes a corpse is delayed for want of pall bearers, especially at a place like Golden Rock where none but the workmen live. The alternative which the railway grants for this is the provident fund, but the workers in their present place and circumstances need the privilege of three days absence without permission and value it much more than the small benefit arising out of the provident fund.

The only thing that the workers could be required of in cases of above nature is to keep the administration informed of his absence through a letter and for which purpose a letterbox may be fixed at the entrance of the time office gate and the same to be cleared twice a day.

*Leave on Medical Certificate.*—Under the above heading a great deal of improvement is required. In the civil service regulations an employee is granted sick leave for years on half wages whereas in our railway he is eligible for one month full salary, two months half pay and two months without salary, after which period the retention in service is one of option. This requires modification in par with that of the Government as the illness contracted by the employee in the railway is often the outcome of the unnatural work. I mean by working against nature overnights and in unhealthy places which are not few and far between. To add to the above, the medical aid as arranged on the railway is so isolated beyond the reach of many an employee, and the present medical staff visit such of the patients to grant only certificates of illness and are practically of no use for treatment. The granting of leave by the railway medical men is controlled by some restricted regulations issued to them. It is a pity that the railway expects illness among staff to be within certain percentage, probably within the percentage of the relieving staff available, and in case of any increase over this, drives them to the need of asking semi-convalescent men to duty and refusing admission unless one is bedridden. Another great blunder which is perpetrated in the railways is the non-acceptance of medical certificate issued by the Licensed Medical Practitioners (L.M.P.) outside the railway control, whereas the Government accepts the same and grants leave. I therefore suggest the certificates from Licensed Medical Diploma holders may be accepted for leave and other purposes.

*Transfer of Patients to their Native Places.*—In Government service when an employee obtains medical certificate for leave he is permitted to go to the place of his liking, and he is not in any way troubled until the expiry of the term recommended, whereas in the railways he is expected to be within the jurisdiction of the railway running or within the reach of the medical assistance of the various sections. This puts a serious disability as the employees are recruited even beyond the South Indian Railway limits. In this connection the non-acceptance of the outside medical certificate is a serious disadvantage.

## XII.—Wages.

*Minimum Wages.*—This question is agitating the whole world. The estimated cost of a small Indian family (husband, wife and two children) is Rs. 35 for mofussil, Rs. 40 for towns and Rs. 45 for presidency towns. In our railway it is as low as Rs. 12 for unskilled menials and this is a fixed salary for life. I need not tell you that the above sum will not cover the expenses even for a fortnight, and the living is more on a starvation diet to keep body and soul together, not to speak of ceremonies.

medical aid, education, etc. Dealing with the clerical staff, who by habit are accustomed to a higher standard of living than the menials, the present wages which is fixed at Rs. 28-8 annas is not in par with the expenses of living. I therefore beg leave to point out that the emoluments for the clerical staff may be raised to that of the Government servants and that of the menial comparatively be raised to Rs. 25 at the minimum.

*Time Scale.*—Though various grades of salaries are introduced yet the majority of the staff have to plod in the lowest rung and end their life without seeing a good day in their life time. This hardship is entirely due to disproportionate number of appointments in the higher scale. I therefore suggest that such higher appointments must be on larger scale giving greater scope for promotion.

*Punishment.*—In the South Indian Railway the award of punishment is entirely in the hands of the executive. There is a rule which empowers officers for awarding punishment without explanation or holding an enquiry provided the crime or mistake was committed in their presence or to their knowledge. This I fear has been the cause of much suffering among the employees whose lot fell in the bad grace of the executive. Often times the employees come to know of the punishments only through pay bills and the rule that every appeal against the punishment should go through the officer who punished such employee is a serious impediment in the way of their getting justice. To alleviate this, I suggest that the aggrieved may be permitted to appeal direct to the next higher officer who in his turn should deal on the merits of the paper or record, but not on the personal opinion of the officer who inflicted the punishment.

*Transfer as Punishment.*—Under this head there have been many sufferers. The origin of such transfers is very often on the suggestion of outsiders such as police, customs, etc. In my humble opinion this procedure reveals a serious weakness on the railway administration. To be plain, it is something like discarding one's wife on the recommendation of a neighbour. The cause of the trouble generally originates by the railway employees enforcing the established rules of the railway which some of the subordinate Government officials resent and such resentment often ends in semi-official reports with embellishments detrimental to the poor railway servant. The superior officers of the Government who receive such reports take immediate action and send their recommendations to the railway administration to award condign punishment. It is a pity the head of the administration, under whose protecting wings such employees live, do not even ask the explanation of the party concerned, not to speak of an enquiry, but straight away comply with the wishes of the Government officials. I need hardly press that such *in camera* system should be ceased and the employee must be given all the facilities to combat the report.

*Conferring Continuity of Service after Acquittal in Law Courts.*—To the best of my knowledge the S. I. Railway does not follow a beaten track. In some cases employees who had the misfortune of standing a trial and acquitted at the end are permitted to resume duty with full salaries and other allowances, and in other cases they refuse both. In the Government service when an employee is placed in similar circumstances and when he is acquitted finally, he is given not only the appointment and the salary, but the grade to which he should have come in the usual course is also reckoned upon and granted. We quasi Government servants should have all the benefits of a public servant in par with them.

*Provident Fund and Gratuity.*—The provident fund is understood all over the world as a deferred salary already earned by the employee at the end of every year and the administration (under which the employee serves) is simply the custodian of such deposits, like savings banks, etc. In some cases, the railways have viewed this adversely and withheld the bonus awarded throughout the service. Even granting that the services of the employee were not entirely to the satisfaction of the administration at a certain period of his service, the only portion which the railway could disallow is the bonus due to that period or that year, and not for the whole period during which his services were appreciated and condoned by the administration.

Regarding gratuity, the rules controlling the same is quite unsettled. The present rule in this railway for granting gratuity is half a month's pay per year, to the maximum of fifteen months, even though the employee had served more than thirty years. This requires mending so that the same benefit may be given throughout the service, removing the restriction for 30 years only.

Secondly, for one who terminates the service voluntarily the benefit of gratuity is denied unless it is covered by a medical certificate invalidating him for further service. Instances are not wanting where employees after serving more than 20 years are hale and sound but family circumstances compel them to give up service. In this case the railway refuses to grant gratuity in spite of their approved services for such a long period. This requires alteration so as to give the benefit even for voluntary retirement after ten years though it is not covered by medical certificates.

**XV.—Industrial Disputes.**

To give the number of strikes and lock-outs that occurred in the S. I. Railway within my knowledge I can furnish details only for some as the union records were seized and kept in Government custody.

As far as this question is concerned, there were about half a dozen strikes and lock-outs. Notably the one in the workshop in 1926 over the question of "three days' absence," which lasted about five days and ended in a compromise by the administration yielding to the above demand.

About the strikes of a general character, the running men's strike of 1924 which paralysed the running of trains all over the South Indian limits was the outcome of introducing one fireman system and the non-abolition of racial discrimination. It lasted only for three days and as a result of good council on either side it ended in a win to the employees, except the loss of wages for three days.

The next in importance which was launched by a few sections was the non-receipt of salary by Indian firemen when the administration lingered in introducing the revised scale of salary eliminating the racial discrimination. Men did not receive salary for three months as a protest against the injustice. The administration issued notifications promising early introduction and the men drew their salary. But the authorities did not fulfil their word for months. In the meantime, the bugbear of retrenchment in the workshops was announced and there was a general stir among the staff, including menials, whose demand for increased wage was clamorous and there was a real preparation in the Xmas week of 1927 for a general strike during which time the Indian National Congress also was to meet at Madras. The administration realized the critical situation and called a deputation of the leaders in which both sides agreed for a truce. The conditions under which this was agreed upon were (1) the immediate introduction of the revised salary for the locomotive running staff, eliminating racial discrimination; (2) re-introduction of first class guards for certain trains; (3) a promise to increase the wages of the menials at an early date; (4) and the re-introduction of second firemen in few sections, etc., and the union stipulated on its part not to go on strike until the Rogers committee decided the question of retrenchment with a labour representative co-opting the Commission. Of the above, the wages for menials were not conceded and the retrenchment was in no way modified. Many months elapsed without any tangible results. Menials complained against the union of inaction and even went to the length of remarking that the leaders were betraying their cause. The poor office bearers were actually between the devil and the deep sea and were goaded to the last resource, viz., "tools down." All the above circumstances were going on from September, 1927, to July, 1928, and the Labour Commissioner for the whole Presidency of Madras was simply migrating from blue bed to the brown taking little or no notice of what was taking place in the South Indian Railway. The literature published in newspapers, leaflets and booklets were voluminous. Instead of rushing to the spot to alleviate the trouble, he played the bull, and will not enter the arena when invited by the "labour union" to intervene and arbitrate. It is very regrettable that this high dignitary, a Presidency officer, who is supposed to be the arbitrator between capital and labour, to have kept quiet under the flimsy and technical cover of not being invited by both the parties. I wish to add that the railway administration is a big body, with mighty resources and influence, was the contending party of the labour union which was in its nascent state. I cannot avoid the temptation of remarking that the policy adopted by the Labour Commissioner is really one of red-tapism not in consonance with reason. The late South Indian Railway general strike of 1928 would never have come into existence if the specially appointed officer for labour had done his bit in time and satisfied his conscience. I therefore suggest that the above officer be instructed to visit affected areas voluntarily and arbitrate, after taking necessary evidence on either side, which in my opinion would surely minimize labour troubles. I wish also to counteract a certain mistaken notion, unfortunately trotted out on the floor of the Commons, that some of the labour unions in India are only strike unions. This notion in my humble opinion is misleading and injurious to the labour movement in India.

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PRESIDENT, M. S. M. RAILWAY. NON-WORKSHOP EMPLOYEES' UNION,  
MADRAS.

In my evidence I propose to confine myself to labour on railways, especially the railway systems in South India, of which I have made a special study.



### I.—Recruitment.

I am not at all satisfied with the existing provisions made for the recruitment of either skilled or unskilled labour on railways. So far as recruitment in the workshops is concerned, young boys are taken raw and then trained for particular work. This is not accompanied by any adequate course of scientific training or general knowledge. The result is that even though the apprentices are trained for a long period of four to five years, their efficiency does not come up to the mark. During this period of apprenticeship, they are paid a pittance and a whole day's work is extracted from them. Complaints are not infrequent that apprentices are made to do unintelligent and mechanical work and are not given sufficient opportunities for learning work. I would like to see railway schools established on all railways, somewhat on the model of the Government trades school, Madras, and students therefrom being sent to the different departments in the workshops in accordance with the subject chosen by them, during prescribed hours, for practical training. In the railway school at Perambur (M. S. M. Railway) the theoretical knowledge imparted at school is not co-ordinated with the practical training given in the workshops.

In the matter of recruitment to the non-workshop appointments, the method of recruitment is far less satisfactory. Freshers from school are posted to the different departments for picking up such knowledge as they can. The M. S. M. Railway sends them for a course of training in station management and telegraphy, to the block school at Madras. They are then examined by an officer of the rank of a traffic inspector and sent on relieving duty. The South Indian Railway has recognized a non-official agency in the Priestly railway school, Trichinopoly, for giving the training required for a station master. I should consider both the above arrangements as thoroughly unsatisfactory. A man is sent to the block school by the M. S. M. Railway only when he is about to be posted as a station master. The man becomes by that time past the age of picking up new things and takes to the block school more as an inevitable formality than as something vital to his future career. I want that there should be technical schools run by the railway for training recruits for railway service. I would like to see the State establish a central railway school for training men to subordinate services and issue certificates for qualified candidates. This might be made to be a feeder to a college of transport, for providing higher knowledge in railway working and economics. There ought to be examinations conducted in this college, such as those conducted by the institute of transport in London. I have found in my experience that railway servants are thoroughly incapable of scientific treatment of any subject. I would say this, not only of those recruited in India, but also of those recruited for higher posts from England. The periodical examinations of railway subordinates, failure to pass which necessitates going in for a refresher course, gives rise to much abuse and must be abolished. Periodical lectures might very usefully be inaugurated instead, at different centres, which the employees might attend.

7. *Unemployment.*—Retrenchment has been a very serious cause of unemployment on railways in India and has been the source of much trouble in recent years. The heart-burning would not have been so great had the retrenchment been all-round, but when highly paid officers are multiplied and poorly paid staff is reduced, men grow discontented. In Japan, business undertakings are asked to limit their dividends and profits in prosperous years so as to indemnify retrenched men when business is slack. The problem is indeed a most difficult one. It is very hard to tell a man who has spent more than 15 years in acquiring a special technical knowledge in railway workshops and who is therefore unfit for any other kind of work, that he is no longer wanted in railway service. Practically he gets stranded in life. It is the obvious duty of the Government to provide work to these people. This duty ought to have been realized the moment rationalization and large scale mechanized production made retrenchment inevitable. In any scheme of profit-making for the employer, whether arising out of amalgamation of workshops, or introduction of improved machinery, or adoption of rationalization, the worker not only has not had his due share in the scheme but has actually been made the victim so that the employer may earn better profit. Labour exchanges may be established which will provide work for the discharged in workshops where there is scope. But there will be still a good number left over. The Government ought to see that the skill of the workmen is turned to account by establishing small railway industries. Workshops of the different railways are more concerned with repair and manufacture of spare parts than with the manufacture of small appliances, like the safety catch for instance. H.E.H. The Nizam's railway, I know, have got a special device of a safety catch which they manufacture in their own workshops. But what I have in my mind is a centralized Government railway workshop which will confine itself to production and manufacture of standardized parts and appliances. The large number of experienced and skilled mechanics retrenched from railway service would be a great asset in any such scheme. When it was found that 34,000 tons of pig iron had been stocked in the Jamalpur

workshops (E.I.R.) in excess of actual requirements, Government ordered that cast iron sleepers should be manufactured there and supplied to the N. W. Railway at Rs. 4-4 annas a plate (that being the prevailing market rate) although the cost of production was Rs. 5-1-2 pies. What was done through necessity may well be done as part of a scheme, and railways may well manufacture many of the things now imported from England and thus develop national industries and utilize Indian labour.

Dismissal, as a cause of unemployment, is more pronounced on the M.S.M. Railway, than on the S.I.R. Dismissals on the M.S.M. Railway are most arbitrary and whimsical. There are a large number of railway subordinates dismissed by the M.S.M. Railway in this fashion who have added to the multitude of the unemployed. I would mention as a typical instance, the case of one Mr. Arunachella Iyer. He was called upon to appear for an entrance examination, five years after confirmation, and was dismissed for failure to pass it. It was said that the entrance examination was not held then by an oversight. During these five years, this man must have forgotten all his history and geography and arithmetic. Clerks who had put in ten and fifteen years of service, were also called up for this entrance examination and have been retained in service although they failed. What about the much talked of educational qualifications in their case? I say therefore, that the reasons for dismissal are mere pretexts. The appeals to the G.T.M. and agent always get a formal routine reply that he sees no reason to interfere. No enquiry is held before dismissing a man and no opportunity is given to a man to cross-examine the witnesses speaking against him. One Rajaveloo, was dismissed, and when the union agitated for an enquiry, and the witnesses speaking against him were cross-examined the administration revoked the dismissal order and reinstated the man. Periodical medical examination is one of the causes of unemployment. Up to the age of 45, every station master has to undergo medical examination every five years and after that, every year. If he is found unfit medically, he is sent home.

## II.—Staff Organization.

12. *Managing and Supervising Staff.*—So far as railways are concerned, no principles of efficiency are kept in view in their recruitment. Most of them are Anglo-Indians or Europeans recruited to responsible positions where the human element has to be directly handled, by sheer favouritism. These have neither technical equipment nor good manners. The former is not so offensive as the latter. Their low culture is responsible in a great measure, for the extreme corruption in railway services and particularly in railway workshops. These supervising officers utilize the services of the men to do their private work regularly every day, and thus develop favouritism and partiality, which eventually prove the source of considerable labour trouble. They have no sense of proportion, either in the assignment of work, or in awarding punishments, and coupled with an assumed air of racial superiority, lay the foundations of labour trouble. The subordinate supervising staff are the worst offenders in this respect, while the superior supervising staff are supremely indifferent to the misdoings of the subordinate supervising staff owing to a false sense of prestige. I should lay great emphasis on the necessity of securing proper men with good culture and breeding and some university education for these responsible posts. There are superior officers who do not yet know that they should offer a seat to a stranger who comes to visit them.

There are, on the M.S.M. Railway, nearly 30 I.T.S.'s (travelling inspectors of accounts). Their pay goes up to Rs. 450. Their duty is to check station accounts. There is not a single Indian I.T.S. although there are among the audit office clerks, experienced men with a very good knowledge of railway accounts. None of them is promoted as I.T.S. while Anglo-Indians with no knowledge of accounts are recruited. The S.I.R. is far better. They have a number of Indian travelling auditors.

No special facilities are provided on our railways for training workmen to rise to the supervising grade. However expert his knowledge, and however long his service, an Indian can remain only as a daily wage. I am appending hereto, a statement\* showing the number of Anglo-Indians and the number of Indians employed in the different grades in the different branches of Perambur workshops from which it will be seen that Anglo-Indians monopolise most of the supervising and better paid jobs. Though the statement was prepared as on March, 1928, not much improvement has taken place since. The third conference of M.S.M. Railway employees passed a specific resolution on this subject, asking that men with a knowledge of Indian subordinates should be appointed to the supervising grade irrespective of caste or creed. The number of workmen taken as supervising officers constitutes an insignificant proportion. I want, that a certain proportion of these supervising posts should be set apart for subordinate employees, who should be promoted from a selection grade.

13. The relations between the staff and the rank and file are naturally thoroughly unsatisfactory. In the December of 1928, the relations between the loco. foreman and his men in the Guntakal engine shed, came to a crisis and an impending trouble was averted by the prompt interference of the union which took the facts to the notice of the district loco. superintendent, who promptly investigated into the matter, and removed the loco. foreman from that place. Wherever the supervising staff have sought the co-operation of the union, there has been smooth running and wherever they have taunted or giped or punished unionists, friction has been accelerated. The staff organizations which are now sought to be established by the employers are only a counterblast to the unions but cannot affect them. They are an echo of the policy of "Divide and Rule." The workmen have come to see through it only too well. The staff committees are expected to function only like the unions and I cannot see the need for these official organizations unless it be they are meant to weaken the unions. The staff committees also pass resolutions and submit them to the authorities—resolutions passed and submitted by the unions for years past, and to which no attention has been paid at all. No agent had cared to enquire into any resolution of theirs up to now, but recently a sudden sympathy has been developed.

### III.—Housing.

Railways in India pay no attention to the housing of their subordinate staff, while they waste lots of money in constructing bungalows for the highly paid staff, which often fail to get a return of 1 per cent. on the outlay contrary to the orders of the railway board that 4 per cent. return should be secured. This is in striking contrast to the policy of English railways, which have large co-operative housing schemes for their employees, the Great Western Railway alone having constructed more than 800 houses on this principle within three and a half years. Houses, even where they are provided, are unfit for human habitation. It is not as if space is not available near railway stations. It is a meaningless perversity, which makes them shut their eyes to the ordinary human requirements. On the Madras and Southern Mahrattah Railway, men below Rs. 114 do not have provision in their houses for water or latrine. They must use the common latrine and the common tap. This is greatly humiliating to the men and is a wanton outrage on a well-known Indian sentiment. No man, be he a Brahmin or non-Brahmin or Mohamedan, likes his women to go and stand near a common tap for water and use a common latrine. Even in the types where latrine and tap are provided there is only one tap provided in the latrine from which water for household purposes also has to be drawn. Principles of sanitation or hygiene are entirely absent in the construction of quarters for Indian subordinate staff. There is racial discrimination in the matter of housing going on to an appalling extent. Anglo-Indian subordinates, whether employed in the permanent way, or as control operators or in traffic, telegraph or any other department and drawing the same pay as an Indian or even less, are given much better quarters with bathroom, bedroom, dining-room and so on. In the allotment of quarters, Anglo-Indian staff are given only one type of quarters up to Rs. 100 while Indians have three types. So an Anglo-Indian getting Rs. 30 will have the same accommodation as a man getting Rs. 100 but not so in the case of Indians.

18. The nature of the accommodation provided in the Railway quarters for the men will make one shudder. The accommodation provided, does not seem to have been done with an eye to the elementary needs of man or rules of sanitation or hygiene. The accommodation provided depends on pay and colour of skin. It is the irony of nature that only the poor man is blessed with a large family. The accommodation for an assistant station master drawing Rs. 50 say, who is usually a man who has put in more than 10 years' service and is past middle age, consists of a single room 10 feet by 10 feet, a kitchen and a verandah. That one room must serve as a dining-room, sitting-room, pantry, sick-room and bedroom. It is not a habitation fit for human beings. These wonderful habitations are so constructed that they are a furnace in summer and awfully leaky in winter. The roofs are low and the mangalore tiles have no flat tiles underneath to prevent heat transmission. There is no question of economy or cost involved in it; the human touch refuses to enter the mind of the employer. This in turn is the result of a supreme contempt for Indian life which is so pronounced in railway service. The physical and moral effect of all this is obvious. Physically no worker or salaried employee in railway service keeps good health. His children are always sick and I know some station masters had to keep their children away with relations for want of decent accommodation or educational facilities.

There is a complaint at Perambur that senior officers rent quarters in the name of their junior officers so that the rent may be less and themselves live in them. I understand this abuse was investigated and found to be true. There is no such abuse in the case of the Indian staff.

The Government is not taking adequate interest in the matter of housing. They should insist on adequate quarters being provided for all kinds of staff. The minimum accommodation should be based on the minimum wants of a small family, apart from the pay of the man. A definite housing policy should be adopted and every railway must be directed to construct a minimum number of houses every year for their staff. Till then, a special house allowance must be given to all employees working in big cities like Madras, Trichinopoly or Madura.

The condition of the relieving staff and the running staff in the matter of housing is most miserable. The relieving staff have certain rules enforced on them without being given any facilities for observing them. They are told to go, when going on relieving duty, with wife or mother. But where are they to stay? The permanent hand will not vacate his quarters, though the rule is that he must vacate a portion for the reliever. It is a sheer impossibility. No private lodgings could be got for an uncertain, temporary and negligible period. There must be spare family quarters at every station. The position of the running staff is equally miserable. They do not have quarters provided for them at certain stations. They have to rent private lodgings far away from the station and this considerably handicaps their duty. Certain employees whose nature of work requires their constant attendance at stations do not have houses provided for them. Among these are electric and signal workers and managers of the Indian refreshment rooms which are now being departmentally managed. The managers have to be on duty from 5 a.m. till 10 p.m. and at stations like Cuddapa or Bangalore City, have to live miles away from the station.

The workshopen as a rule do not have houses. They live in dirt and squalor. In the newly constructed workshops at Golden Rock, however, the S.I.R. has provided decent quarters even for the poor workmen. It is not at all difficult to get land for building houses for the men. There are extensive Poramboke lands available which can be easily availed of for building houses. While in England and other countries we find the administrations encouraging and enabling men to own houses by co-operative schemes, it is deplorable to see the condition of the men in India in this respect.

#### IV.—Health.

24. *Medical Facilities.*—A number of railway hospitals and dispensaries afford medical relief to the staff, but the hospitals have not commanded the confidence of the men owing to the poor merit of the men in charge and because the Indian subordinates and menials are not given proper treatment. The hospitals are classified into three classes and different kinds of medicines are supplied to the different classes of hospitals for the same sickness. In Bangalore City, there is a first class hospital while in Bangalore cantonment, at a distance of a few furlongs, there is a second class hospital. For a common disease like sore-eye, a superior medicine is used in the first class hospital, while an inferior one in the second class hospital. Men resort to railway hospitals because they are compelled to. Left to themselves the men would not resort to railway hospitals at all. Even if a man is taken sick suddenly, he has to be certified by a railway doctor, who attends to this case "in turn" and by the time he comes round, the severest part of the sickness is perhaps over, and unless the doctor happens to be a good man, the employee may be reported against for falsely reporting sick. The stock of medicines in railway hospitals is very poor, and I am told that in the premier railway hospital of the M. & S.M. Railway, opened just the other day by Sir T. E. Moir, at Perambur, Indian in-patients are not provided with bed-pans and are compelled to walk to the latrine. I am told a patient offered to get one at his own cost and this was also refused. The railway employees are told that their families would also be given treatment for a small payment based on salary, but the hospital contains neither special wards for females nor women doctors. There are not even maternity facilities in the hospital.

The way in which railway hospitals are run provide a fertile source of discontent. For getting any kind of leave, the railway doctor has to give a certificate. A certificate of an outside doctor, however eminent, has to be countersigned by the railway doctor. The railway doctor's prescriptions are not handed over to the patients so as to ensure continuity of treatment by another doctor is necessary. It is an open secret that railway officers, when they send a man for medical examination, also send a D.O. to the medical officer as to the kind of report to be given. This is an open scandal. In fact, there is a rule that more than a certain number of men should not be placed on the sick list at the same time. I think the remedy for this state of affairs consists only in making all Government hospitals serve for railwaymen, the railways contributing for their upkeep. The doctors would then be independent of the railway officers. A much higher order of men would be available for treating railwaymen, and prompt attention could also be secured as there is sure to be a hospital or a dispensary at or near every railway station. It will also serve to take away from the hands of railway officers a powerful instrument of tyranny over the subordinates. I understand a similar system obtains on the N.G.S. Railways, and I see vast advantages in other railways copying the same.

## V.—Welfare.

The railways do not bestow any attention worth the name to welfare work of the Indian subordinates. The S.I.R. started staff welfare committees some months ago, but not much is known of its work. The M.S.M. Railway is starting Indian institutes of late under pressure from the railway board, but it is virtually monopolized by the educated classes. In the Buckingham and Carnatic Mills at Madras we have cinema shows, dramatic entertainments, etc., organized as part of welfare work, but we have no such on railways. In the Perambur workshops provision is made for the Anglo-Indian staff to obtain the midday meal in the workshops on payment. An Anglo-Indian lady is in charge of this kitchen department. But no such facility is provided for Indians. Even accommodation for taking food and midday meal is not adequate in the case of Indians who might be seen squatting on the roadside and in open fields taking their meals along with the crows and dogs. There is not even provision for lavatory or for drinking water in the Indian tiffin shed. Just now the M.S.M. Railway whether because it wants to counteract the trade unions or wants to put on a change of heart on the eve of the Whitley Commission, wants to start staff committees to improve, it is said, the good relations between the railway and the staff. Welfare work does not come within the scope of their work, and even if it does, not much good can be expected from it. Provisions which are decidedly inferior to the stuff available in the market, are sold in the M.S.M. Railway co-operative stores at exorbitant prices. Owing to this high rate many employees do not patronize it, although a good number are still attracted to it *nolens volens* on account of the fact that credit is allowed and the bill is deducted from the salary of the month. This institution is not working properly. In 1927-28 it sustained a loss of Rs. 76,000, and the agent sanctioned a debenture loan of Rs. 40,000 to relieve the financial distress of the society. The higher officers of the railway are the directors. Recently a few upper subordinates have been introduced. No dividend has been declared for the last three years. There is a rule that if special stores for special seasons like Dasara or Christmas have to be purchased locally, a commission of 10 per cent. may be charged by the railway, but now this 10 per cent. commission is charged even for articles available in the stores. This is said to be done because the society is working at a loss.

36. The M.S.M. Railway has got a railway trades' school at Perambur, where only the A and B class apprentices are compelled to undergo training. Not only the C and D class apprentices do not find a place there, but there is no co-ordination between the work of the school, and the work of the workshop. That is to say, even if an apprentice fails in his examination in the trades' school he will get his next year's increment in the workshop all right. Besides, the selection of the subject is left to the option of the apprentice who need not necessarily choose the subject in which he is working in the workshops. No provision is made for adult workers directly recruited, being given a course of general or technical education. I would suggest the starting of technical classes as part of the scheme of labour education already outlined by me. While there are these facilities for shop apprentices, similar facilities are not given for shed apprentices. Recently the children of the men employed in the Perambur workshops on the M.S.M. Railway are admitted to a preparatory course to the Government Trades' School, and after a course of training are taken as apprentices in the workshop. While I appreciate the merits of the system where young boys get their tastes duly and properly developed, I would like to see this scheme extended to other branches of railway work like traffic. Besides, the number of boys trained in this manner is far too small considering the number of men employed in the shops. This scheme provides training only for the children of the lucky few that succeed in getting selected. Provision must also be made to give education for the children of employees who may not be able to get into the railway workshops. They must be trained to careers other than the railway. Even in the matter of the education of the workers' children there is great racial preference shown. The Anglo-Indian school at Perambur is a palatial building, and education is imparted there up to the VIIth standard or so, but there is no school at all for Indian children. Again, if the children of Anglo-Indian employees happen to be reading in some other school, say at Royapuram or Madras, the administration gives grants to aid those children in their courses, but no such grant is given to Indian children.

So far as general education is concerned, I would insist on one rule for all. The children of railway employees may be given a grant on a prescribed scale wherever he or she is reading. This is quite necessary, because at most stations there is no proper school at all, and employees have often to arrange for the boarding of their children with relatives who may be living within a school area. Railway employees are also, for another reason, precluded from keeping their school-going children with them. They are liable to be transferred in the middle of the year. The child will not be admitted in another school at that time. There is secondly, the danger of his being transferred to another linguistic area. One railwayman told me that from a

Tamil country where his children were learning Tamil he was transferred to a Telugu district, where it was found impossible to put the children to school. He arranged, therefore, for private coaching when he was transferred to a Canarese district, and in despair he sent away the children to live with relatives and attend school. To meet such cases I would urge that whether the child be with the parents or not, a school allowance should be paid in lieu of the provision of educational facilities which railways are not in a position to provide for all. Railway is a business concern and business and education are poles apart. A business man is not a fit or proper person to be in charge of education. I would like to see educational activities concentrated in the hands of real educationists. In view of the fact that railway control is fast passing into the hands of the State I would urge that Government Educational Department be put in charge of the schools run for the benefit of the employees' children. Where such schools could not be established and the children get their education elsewhere in a public school, an education allowance should be given. Generally, transfers should be only in May, and must be within the linguistic

General education up to VIIth standard with a branching off at that stage to people who do not aspire for higher education, provision for Cambridge senior and for higher technical training to the bigger aspirants with something like a post-graduate course for those who want to explore the higher regions of railway knowledge and want to become officers, may be taken roughly to be the outline of my scheme for a labour college for railways.

37. Premature retirement is caused by rationalization in industry, and by improved machinery so far as workshops are concerned, and by being medically condemned so far as non-workshop employees are concerned. Station masters and drivers and transportation staff are sent for periodical medical examination, and if they fail to pass through it they are unfitted and either sent home or offered a lower grade on sometimes nearly half the old salary. Men therefore resign hoping to live on their gratuity and provident fund, but recently the railway board has directed, I am told, that where a man refuses to accept a lower salary and resigns, he should not be given his gratuity at all. This kind of forced labour is much resented by the men. They naturally feel that their physical defect having come about owing to the continuous night duty, overwork, lack of recreation, inadequate rest, work during sickness, etc., enforced on them by the needs of public service and willingly suffered by them in the interests of the administration, it is thoroughly unjust, unmoral and ungrateful on the part of the very men who have had the best in them in those days of youth to tell them in their broken down state, "Take less pay and work, otherwise I won't give you your gratuity." Men are not allowed to attend to their health in time, and are given no rest to repair their health periodically, and it is no exaggeration to say that 99 per cent. of railway subordinates develop a defect directly arising out of their avocation. Great consideration should be exercised in the cases of men who have been forced to retire owing to causes for which they are not responsible, and on the contrary the service conditions are solely responsible. In the case of retirements caused by rationalization, the retirements are effected directly to profit the industry, and I do not see why the profits should not be shared with the men thus sent out.

38. *Co-operation.*—There are no co-operative schemes worked for the benefit of employees. There is a co-operative urban bank which lends at nearly 6 per cent. interest, but does not give rebate on the payments of principal, so that in the long run the rate of interest works out to nearly 12 per cent. It is worth noting, however, that rebates of interest are allowed to officers when they take advances as, for instance, for buying motor cars.

## VII.—Safety.

Yard accidents are very frequent on railways. This is due to the fact that sufficient time is not allowed to observe the safety-first regulations. Take train formation, for instance. The rule is that a man should not run with the vehicle nor get between the buffers to put the couplings. But in practice unless a man runs with the vehicle and puts the coupling when the pressure is at its highest, it will be impossible to couple at all. Otherwise it will have to be reshunted. This takes time for which no allowance is made, and the S. M. gets punished for delay in train formation. Besides, the safety rule, if it is to be observed, would require two men during shunting, one to be at the coupling and another to signal. Enough staff is not provided for the safety rules to be observed. So far as the workshops are concerned, no propaganda is carried on for "safety first." Mere exhibition of pictures are not enough. Men ought to be taught to appreciate the value of it by means of lectures, cinema shows, etc. The "safety first" regulations are neither enforced nor followed, but are merely utilized to get round claims for compensation.

**IX.—Hours.**

Though the 48-hour week is observed in workshops, the line staff have to work more than 12 hours at a stretch. The clerical staff of the office have to work nearly ten hours a day, although in theory their hours of work are only six hours. The clerical staff on the line are in a worse position. There are stations like Ambur where on alternate days the booking clerk has to work 36 hours at a stretch, i.e., two days and one night, and then have a night off. In fact at all stations if the time taken by the S. M. or clerk in finishing his routine clerical work is also taken into consideration, it will be found that no employee does less than 12 hours' work in a day. On the M.S.M. Railway, at stations where there is only one A.S.M. the A.S.M. does night duty *throughout the year*. This is not so on the S.I.R., where both the S.M. and A.S.M. share night duty.

The line staff get no holidays at all, whether on Sundays or festival days or gazetted holidays, nor do they get any compensating holidays during the year. In South Africa a man who works on a public holiday gets a day off, but our railwaymen have no such privilege.

The inclusion of station masters as men doing duty of an intermittent character is anomalous. Their duties are not of an intermittent character. They cannot leave their station at any moment and have a multitude of miscellaneous work of a routine nature to perform. Although the Washington Convention has been adopted by the M.S.M. Railway there has been no sufficient increase in staff to provide real relief to the employees. Even for meals the station master has to make his own arrangements. No period is allotted for meal-time for station masters. If perchance when there is no train coming the station master goes for meals, and some officer comes in a trolley, the station master is found fault with. The guards on both railways in South India are heavily overworked. They have often to work 12 hours at a stretch, and when they run into terminal stations (their duty terminal stations) where they are supposed to have rest, they find either no running bungalow to rest or find one so ill-kept, unswept, unlit and bug-ridden that they cannot have any sleep at all. What is called a running bungalow at Shencotta (South Indian Railway) is a bunk made up of an old third class carriage, unlit, unswept and without a call boy. The call boys have been recently abolished throughout the M.S.M. Railway, and the station master is asked to send a man to wake up the guard. The station master does not care to do it, and if the guard fails to turn up he is punished. So he is anxious not to go into deep sleep, and has his mind only on the clock. This is no rest at all. Only once in seven days he is able to sleep at home. The Anglo-Indian running bungalows are provided with cooks, call-boys, washbasins, mosquito curtains and cots. As there are no cooks provided in Indian running bungalows, the guards who come at late hours in the night find themselves unable to get food at all. Thus without food and without sleep they have to enjoy their rest and return to duty next morning.

**XII.—Wages.**

96. This constitutes the blackest chapter in the history of Indian railways. The starting salary of a clerk on the M.S.M. Railway is Rs. 17 on line and Rs. 20 in office.

The grades are as follows :—

Junior clerk	Rs. 17-1½-23	B grade	45-2½-55
D grade	23-2½-35	A "	55-5-65
C " "	35-2½-45		

The grade for the office staff is Rs. 20-2-30, Rs. 35-2-45-2½-50, Rs. 50-2½-60. Most people retire on Rs. 60.

The station masters' grade is as follows :—

Assistant station master	..	G grade	40-2½-50
" "	..	F "	50-5-60
Station master	..	F "	60-5-70
" "	..	E "	75-5-120
" "	..	D "	130-10-190
" "	..	C "	190-10-240
" "	..	B "	250-10-350
" "	..	A "	250-15-450

The A,B,C grades consist exclusively of Anglo-Indians, while in the D grade there is just a sprinkling of Indians recently introduced. No Indian station master reaches the maximum of Rs. 120 before retirement.

It is said that the employees are given housing, medical and educational facilities and annual passes, and that all these should be taken into consideration in fixing their salaries. But I have shown under the respective headings how these facilities

are merely chimerical. The passes are granted but no leave is granted. Medical facilities are more a hindrance than otherwise. Men do not want these railway hospitals. As to educational facilities the less said the better.

While doing the same kind of work the pay of the Indian station master is only half or a third of the Anglo-Indian. At Katpadi, Bitragunta, Royapuram, etc., there are two assistant stations masters, one an Indian and the other an Anglo-Indian. Both do the same kind of work and have equal responsibility. But yet the Indian assistant station master gets about Rs. 50 or Rs. 60 while the Anglo-Indian gets about Rs. 120. Lal Sing, Chokkalinga Mudaliar, Subba Rao, etc., were all men of more than 20 years' service and have worked as D Class assistant station masters, but their grade was only F grade, and when in November, 1928, the M.S.M. Railway recruited five Indians to the D grade, these men were not appointed. An examination was held and Mr. Kirkness, Mr. Peebles, Mr. Peters and Rao Bahr. Venkatarama Naidu were the board of examiners. The questions asked were: who is Mahatma Gandhi?; what do you know of the theosophical society?; and so on. A graduate was one of the candidates, and he was failed while the passed candidates included (1) Mr. Srinivasachari, a control operator, already recommended by Mr. Peters for a D grade assistant station master's post; (2) Venkateswarier, a G grade assistant station master, on Rs. 42-8 annas, the pet of Mr. Peters, and (3) Rangiah Naidu, the son-in-law of Rao Bahr Venkatarama Naidu. Mr. Kirkness having already put in his camp clerk, Sankarier, as one of the five men, did not take active part now. The result was that service men, who had worked at D Class stations were superseded by men without any station experience and who were sent for training after selection.

*Guards.*—They are started as brakemen on Rs. 24. On passing chief guards' test they get Rs. 29.

Grade is as follows:—

D class guards	40-5-70	B class guards	100-10-120
C   "   "	70-5-100	A   "   "	120-10-150

A and B classes are exclusively for Anglo-Indians. On the metre gauge there is just a sprinkling of Indians in these grades.

Retired military men are directly recruited as guards in C and B grades on the M.S.M. Railway, while Indians already on the top of their grades have to wait years together for promotion. These men do not know how to behave towards the public, and some have even been guilty of assault. Indian guards of lower grade are made to work higher class trains without any extra payment. This is done systematically just to keep vacant the vacancies in the higher grades and thus save money. There is a rule on the S.I.R. that cash carrying trains have to be worked only by second-class guards, but third-class guards work such trains. When a guard after some years of service wants a change to a stationary life he is offered lower pay.

*Block Operators.*—Get Rs. 20-2½-30. They bloom into signalmen C grade on 30-2½-40. B grade is 40-2½-55. A grade is 55-5-90. A special grade goes up to Rs. 120. Indians are never recruited directly to the higher grades but Anglo-Indians are so recruited.

*Menials* of the traffic department like porters, pointsmen, etc., are started on Rs. 10 and rise by annual increments of 8 annas to Rs. 12, and point jamedars rise to Rs. 14-8 annas. Menials of the engineering department like gangmen are started on Rs. 10-8 annas and rise up to Rs. 18 by annual increments of 4 annas. Gangmates are started on Rs. 12, and rise up by annual increments of 8 annas.

*Workshops.*—Coolies are here started on 8 annas and rise up to 10 annas by annual increments of 1 anna. Fitters in running-sheds also start on 4 annas and rise up by annual increments of 1 anna to Rs. 1-2 annas. These employees are all daily rated, and are paid only for the days they work. Sickness and attendance at court due to being summoned by creditors are the principal causes of absenteeism. They do work of a most onerous kind, but have no amenities provided for them. They live in the utmost poverty, in miserable huts, and have no ambition or cheer in life. On payday the Marwadi appears and takes away his dues, and within two or three days his pay is spent away by disbursements to creditors and he starts borrowing again. The drink problem does not exist to any great extent among Perambur Workmen, and drink is certainly not a leading cause of their indebtedness. I cannot understand why menials should have such varying grades. There ought to be one common grade for menials, and the minimum paid to menials should be enough, at least to feed a man and his wife twice a day, which mean according to the scale of charges for food even in inferior hotels, Rs. 20 per mensem.

The normal daily wage of a carpenter, brickmason, blacksmith or agricultural labourer is Rs. 1-4 annas and there is work all round the month, including Sundays. This is in addition to the other perquisites attaching to the job. In railway service, on the contrary, there are no perquisites, there is no individual freedom, the work



is exacting and the pay is low. The third M.S.M. employees' conference demanded a minimum wage of 12 annas a day to unskilled labourers. To a demand for increased wages for artisans Sir F. D. Couchman, Director of M.S.M. Railway replied that he considered the wages adequate, considering the regularity of work provided. No artisan or carpenter or any other workman in India suffers from want of work. Not much can therefore be made of the regularity. That men of long service unhesitatingly resigned their jobs in Golden Rock after the strike on the South Indian Railway is proof positive that railway service has no attraction to the men. The Government pays its postmen and police constables very decent salary, and I do not see why State railways at least should not adopt this scale in their workshops.

Even in the workshops racial discrimination is rampant. Anglo-Indians are directly recruited to the supervising grades, and even where they do mere clerical work like store and tool-keeper their work is styled differently to justify the higher pay. Indian drivers and firemen are paid miserably while Anglo-Indian doing the kind same of work are paid very handsomely. Though all firemen do the same kind of work, firemen not literate in English are styled Agwallas on the M.S.M. Railway, and paid less. This is not so on the South Indian Railway.

The subordinate employees come from the middle-class of society. Their standard of living is much higher than that of a menial, and there is not much difference between their standard and that of a well-to-do middle-class man. Their family responsibilities are just the same, their marriages, funerals, religious ceremonies and cost of food is all just the same. It is impossible for any man of this class to live on less than Rs. 40 and an allowance must be granted in the case of costly cities. The third employees' conference of the M.S.M. Railway and also the employees' conference of the South Indian Railway demanded Rs. 40 as the minimum living wage. The Government of Madras have recently issued a circular, I understand, that clerks should be started on Rs. 50. The scale of wages paid in the postal department of Government may be taken as a fair criterion of the minimum living wage. That the wages paid at present are utterly inadequate is seen from the fact that more than 90 per cent. of railway subordinates are indebted. The books of the railway urban bank will show it. This indebtedness coupled with indebtedness to professional moneylenders lands them in insolvency which results in discharge.

It is also significant that railway subordinates in the early years of their career prefer to resign railway service and go away. They enter on account of some glamour and when they see the true nature of the service, they resign. Resignations are very common. It is only those that have put in some years of service and that find themselves incapable of being trained to new jobs that stick on willy nilly. There is not a drop of contentment or willing work on the part of railway employees as the human touch is entirely wanting in the administration in addition to the low pay given. A signalman by name P. Seshachalam, at Guntakal got a telegram that his son was dead, and he was not relieved for ten days. Instances like this are enough to alienate the minds of the subordinates whatever be the advantages of the service otherwise. At the time of the strike in 1913, on the M.S.M. railway, the railway employees were challenged by the administration to show how they managed to live all along if the pay was not sufficient. They issued an anonymous reply to this challenge in which they stated that they managed to live : (1) with the aid of financial help from patrimony or from well-to-do relatives ; (2) by taking bribes from merchants for showing them slight favours ; (3) by pilfering or extracting from packages.

The railways earn enormous profits, and I would suggest the setting apart of a specific proportion of the profits earned for distribution among the subordinates and menial staff as is done by banks and private institutions. This will have the effect of inducing every man to put forth his best to earn more profits.

101. Wages, salaries and hours of work, etc., are most arbitrarily fixed in India and it is high time some order is evolved out of this chaos. There is no machinery for fixing wages or settling disputes about wages such as exists in England and other countries. In the Trade Union Act which has been recently enacted, it is provided that if a trade dispute arises the Governor-General in Council may refer the dispute to a court of enquiry or to a board of conciliation as provided in the Act but this provision is so cumbrous and unworkable that it has not been availed of by any union up to now to my knowledge. In the first place before the question of wages can be referred it has to be recognized as a "trade dispute" by the Governor-General in Council who is the referring authority. The scope of the central wages board in England is much wider. It can deal with any question relating to wages or hours of work referred to it through failure of the administration and the railways to come to an agreement. I want to have in India provincial wages boards to whom questions ought to be referable at the option of either party. The provincial board would have jurisdiction over railways whose headquarters are situated within the Province. The national wages board would be an appellate authority. It will be bound to give a decision within three months of reference of any dispute from the

provincial board. The costs of reference should be borne equally by the railway and the union concerned. There should be equal representation of the union, of the railway and of the users of railway on the boards. I would lay special emphasis on the inclusion of railway users on the boards because any indiscriminate or inordinate increase of wages would react on rates and fares.

102. Workshop and running shed staff (daily rated) are given 25 per cent. extra for overtime and Sunday work, but the line and clerical staff get nothing. The M.S.M. Railway Non-Workshop Union has been agitating in vain for a long time to get leave on Sundays and public holidays for the line staff and this is one of the crying grievances of the men. It is only on public holidays that more strenuous work is thrown on the staff. This can be remedied only by the provision of more relieving hands or by giving substituted holidays. Gangmen never enjoy their legitimate holidays. When they enjoy a holiday which is allowed to them they are made to work on the Sunday following. I want that Sunday and public holiday work should be paid for at double ordinary scale. If this should be found impossible the station masters, booking clerks and other employees who are called upon to work on public holidays should be given leave for an equivalent period within a reasonable period thereafter. This concession has been allowed recently to men on the South African Railways but such a concession in India would be a dead letter as things stand at present inasmuch as men are not allowed to avail themselves of even their casual and privilege leave for want of relieving hands. Unless the existing number of relieving hands is doubled this concession of "day off" would only be a paper concession. Gang maistries work all night in cases of emergencies but are paid no allowance.

There is no difference in the cost of living in different places in South India, and there is absolutely no justification for variations in the scales of wages between the two railways in South India. The minimum wages for unskilled and skilled labour and for salaried staff should be standardized and fixed statutorily.

106. Fines are levied indiscriminately and out of all proportion to the pay of the men. I know the case of one, Tiruvengada Naidu, of the statistical department of the M. S. M. Railway whose pay is Rs. 50 and who was fined Rs. 25 by his officer because he committed a clerical error in the adding up of figures. On the representation of the Non-Workshop Employees' Union, the fine was reduced to Rs. 5. Similarly, in or about November, 1928, old and experienced workmen in the Guntakal engine shed were fined three to seven days' wages and on the intervention of the union the fines were reduced. Fines are levied in a most arbitrary manner. Station masters have been fined because beggars got into the train without tickets or because proper supervision was not exercised in preventing people getting into the train without tickets. This would have been alright if adequate staff were given at the station and adequate fencing had been provided. But with exposed stations and no ticket collector, it is meaningless to fine the station master who has to issue ticket, then jump on to the gate to admit passengers, then keep at the gate to allow exit, then attend to the despatch of the train and be responsible for parcels to boot.

(iii) and (iv) These fines go to swell a fines fund which has been utilized until recently for providing amenities to Anglo-Indian staff; but recently as a result of much agitation Government promised to place the management of the fund in the hands of a board representing employees, but this has not come into force on either railway here. I favour legislation fixing the maximum fine leviable in any one month at 2 per cent. The management of the fines fund must statutorily vest in a board representing the employees and must be disbursed in proportion to the numerical strength of each class of workers.

*Debits.*—This causes great heart-burning in the men. The responsibility for any loss is fastened in an off-hand manner on some poor subordinate and he is debited. The booking clerks at big stations like the Central station suffer most. On 18th April, 1927, the booking clerk at Central Station short remitted Rs. 100, saying that a passenger handed a 100 rupee note to buy tickets, that he returned it to the passenger to put his name and address, and that he forgot to take it back. The booking clerk had to make good the deficit in instalments. Forged coins and forged notes are often tendered at booking windows and the booking clerk is asked to make good all that. It is impossible for a booking clerk to be wasting time in the examination of currency notes to see whether they are forged. The modern forgers are perfecting their counterfeits to such an extent that even an expert eye is deceived. The circulars issued by the currency office as to the forged serial numbers cannot be expected to be remembered by the booking clerk in the rush of work. I would suggest that a clerk of the currency office be deputed to sit outside every counter at big junction stations, to examine and pass every currency note that is to be tendered at the booking window. The values of counterfeit and base coins alone debited to stations on the M. S. M. Railway in the year ending 31st March, 1928, amounted to Rs. 20,000. This is in addition to the debits on account of forged notes. This makes a pretty heavy burden on the poorly paid employees.

107. The workshop staff are paid 17 days after the expiry of the month, the traffic staff are paid 6 to 10 days after that and running staff 15 to 20 days after the expiry of the month. It ought to be possible to make such an arrangement as would ensure payment on the expiry of each month. If a man happens to be absent on the payment day, he gets it only 15 to 30 days after such date which means that he gets his pay the third month after doing the work.

110. The leave rules on the M.S.M. Railway are more stringent than on the S.I. Railway and other railways. On the M.S.M. Railway a man can accumulate only two months privilege leave for 34 months of service while on all other railways it is three months. The station master gets no leave even for commercial holidays and no off-day in the week. The ticket collectors on the S.I. Railway get no weekly rest day though, as their duty roster would show, they have to work 12 hours every day. The leave rules on the M.S.M. Railway are very niggardly. This railway allows only 10 days casual leave while on all other railways 14 days is allowed.

Even when a man has his own leave he is not allowed to avail himself of it for the emergency notified by him. One station master applied for leave for his son's marriage giving sufficient previous notice and notifying to the office the date fixed for marriage. Relief was sent a week after the date fixed for marriage and so the marriage had to be postponed involving great loss to the parties. On account of this postponement the sanctioned leave expired on the second day of the marriage. The man applied for extension of leave to which he was eligible but it was refused. He had then to send a telegram praying at least for two days extension which was granted. The extension of leave asked for which was necessitated by reason of the default of the railway in sending relief in proper time, could easily have been sanctioned as the temporary arrangement which had been made for the work could have been continued. This is an instance of the gross perversity of the administration. The upper subordinates at the head office in charge of important sections expect to be propitiated before any leave or transfer could be got. One man actually told me that if he is posted at Coonoor or Ooty he must send English vegetables, if at Bangalore he must send mangoes and so on and that if the railway registers are searched it will disclose how many parcels are being received by the establishment clerks or their benamidars every day from various stations. Men are afraid to report such cases because the administration only supports the head office people and the complainant has to pay the toll in due time. I know of another case where a man wanted two months' leave for his daughter's marriage. The same was sanctioned but relief was arranged only for one month. The one month expired on the second day of marriage and extension was refused. I know of yet another case where a man who had not taken leave for three years applied for leave to attend the marriage of his brother's daughter. Relief was arranged three months after the date fixed for marriage though the office had been intimated the date in time. I have already mentioned the case of one P. Seshachelam of Guntakal who was not relieved for ten days although he showed the telegram conveying the news of his son's death. All these instances occurred on the M.S.M. Railway. On the S.I. Railway things do not seem to be so bad. Men are relieved for emergencies.

*Seniority.*—No regard is paid whatever to seniority in railway service. Super-session of seniors on grounds of sheer favouritism is the order of the day. This is done under the cloak of efficiency. No one yet knows what standards of efficiency are required. Men with clean service of 25 years and getting regular promotions and even having special recognitions have been superseded by junior men on grounds of "efficiency." This is simply used as a cloak to cover favouritism. No man knows where he stands in service. No register is maintained of seniority. The men have repeatedly demanded for such a register. In my opinion such treatment of the subordinates has taken away from the employees all ambition to do good work and rise. It is also largely responsible for that lack of co-operation between the administration and employees which is such a marked feature of Indian railways. I am yet to hear a railway servant speak a good word of his employer in any aspect of railway working. On the contrary I have known men speaking in favour of the bus as against railways. They are not to be blamed for it. Their hardships and the treatment given to them will make the most loyal heart rebel. I should insist on a register of seniority being maintained and made available to the men for a price. Every man ought to know where he stands and ought to be given his place in service except for grave reasons to be stated in writing.

### **XIII.—Industrial Efficiency of Workers.**

113. I am unable to compare the efficiency of the Indian workmen with that of the workmen in other countries as I have not studied the latter, but one thing must be acknowledged that the efficiency of the Indian workmen has remarkably improved in recent years. I attribute it to better education, machinery playing its inevitable

part no doubt. There can be still greater improvement in the efficiency if proper conditions are provided for its growth. But what happens is, that the originality and ambition of the Indian workman are damped by being kept down and by being denied opportunities on account of the jealousy of the superior officers who are mostly Anglo-Indians. Inefficient management is also largely responsible for decreased efficiency. If the officer is smart in checking the out-turn of work, surely better work will be turned out. The health of the men is low, owing to lack of nourishment, want of rest and poor housing conditions. Formerly, the S.I. Railway was giving a malarial allowance at stations like Bommididi which will infect a man staying there for 24 hours and was giving Ghat allowance at stations like Tenmalai. This allowance was given to enable the men to purchase medicines and keep themselves in good health. Both these have now been abolished and have not been restored in spite of agitation. The railway does not seem to care for improved efficiency but is content to have the minimum routine work turned out.

116. To secure increased efficiency :—

- (1) Facilities must be afforded for the men educating themselves by means of a free exchange of ideas by way of lectures, debates, etc.
- (2) The employer must provide periodical courses of lectures on technical subjects in place of the refresher courses.
- (3) There must be developed in the men a consciousness that they are also important units in a great industry. This can be achieved only by blotting out the aloofness of the better paid staff. One way of bringing this about would be by having one common institute for all railway workers and democratising its management.
- (4) Merit and seniority should be recognized to stimulate ambition. The man who was sent to Belgaum to manage the station during the congress season and the man who was once awarded a prize of Rs. 10 by the agent of the M.S.M. Railway for the best suggestion, have both been kept down while the camp clerk of Mr. Kirkness and the son in law of a D.T.S. have been recruited to the "D" grade A.S.M's places. All ambition is chilled when men see such results.
- (5) The men must be enabled to realize that their future and their fate is with the agent and not with any petty subordinate. Any other impression leads also to the converse, viz., that preferments can be obtained by pleasing the subordinate. This has demoralized the whole rank and file at present. They have a firm conviction that the staff clerk and camp clerk are everything and that the officer is nothing. The agent or a special officer deputed for the purpose must set apart one day a week to give audience to any man however humble in rank and must go into appeals himself. An increased self-respect will produce increased efficiency.
- (6) A better course of apprenticeship as indicated by me already.

#### XIV.—Trade Combinations.

Trade combinations in India are very much in their infancy. Their growth is hampered by the apathy of employers, fear of victimization and lack of proper organization and guidance. Where they exist, much friction has been removed. The S.I.R. Labour Union which is now defunct as a result of the strike had nearly 18,000 fully paid up members and a cash balance of more than 50,000 rupees. It was able to get most of the grievances of the men redressed by merely taking them to the notice of the agent. It was a glorious success. The discipline and organization among the men, and their sense of discrimination and power of judgment and faith in their leader, were wonderful. It was in this union that Indian second firemen held on without receiving their pay for nearly eight months because the agent did not remove the racial discrimination in pay between first and second firemen which then existed. When one man received his pay in the first month, there was a public censure at the water tap of his wife by the women folk of the colony at Madura. All the same, work was going on alright and more discipline and better out-turn of work was observed by the officers. The agent then removed that inequality and paid the back pay of the men. Such discipline and order permeated the union until a well organized though ill-conceived strike in which newcomers who had not subjected themselves to the discipline of the union had to participate, brought about its downfall.

120. The M. & S.M. Railway Employees' Union was formerly one single union for all classes of workers. I was for some time the vice-president and later a joint president of that union. When I was joint president I had no difficulty whatever in dealing with the administration. Whenever I wanted to see the agent on specific matters, he used to give me an interview and remedied matters wherever possible. I had similar courtesy shown to me by heads of departments like loco., signal engineer, chief mechanical engineer, statistical officer and so on and their willingness to deal with matters obviated the necessity for more interviews with the agent. Later on

when the strike on the S.I.R. broke out, the outlook of the men towards pacifist leaders changed and the non-workshop employees could not agree with the workshopmen on certain questions. It was therefore decided to form a separate union for all the non-workshopmen. The old union at Perambur is now presided over by Mr. Giri and continues to call itself a common union for all M.S.M. employees and is enrolling non-workshopmen as its members. We confine our membership only to non-workshop employees although most workshopmen are asking us to throw open our gates to them. Our union's relationship with the agent have been thoroughly harmonious. Our representations have always been heard and we have been able to secure reconsideration from the administration in several matters. The agent could not give us a pass to carry on our organizing work because the railway board was against it. As regards recognition, the agent wanted certain information and certain statistics from the union so that he might recommend official recognition to the home board; but the old union at Perambur never furnished the information asked for in spite of reminders and so the agent refused to recognize it.

#### **XV.—Industrial Disputes.**

*Negotiation.*—The clause in the service agreement that any employee may be dismissed from service on 30 days' notice must be abrogated and every case of dismissal must be statutorily made to form the subject of an enquiry at which the district officer might preside. The man should be given a detailed copy of the charge levelled against him and the witnesses speaking against him and the points on which they are to depose. The man must be permitted to appear by himself or through a vakil and cross-examine the witnesses speaking against him. After the enquiry is over, the proposed order must be communicated to him and he should appeal to the agent within a week against the order, failing which the order will be confirmed. Appeals after punishment lead to a difficult position. In case of appeal, the agent should go through the evidence recorded, hear the party or his vakil and pass final orders. This is the procedure adopted on English railways in accordance with Clause 72 of the report of the Royal Commission appointed to investigate and report on the working of the railway conciliation and arbitration scheme of 1907. There is no recognized medium of negotiation between the employers and employed on Indian railways. The Trade Disputes Act is very defective in this respect. The law courts are sometimes moved to get redress but to little effect, in the face of the service agreement which is merely a bond of slavery. It is thoroughly one-sided and antiquated. It gives the master autocratic powers which on railways are autocratically exercised.

#### **XVIII.—Intelligence.**

Though no statistics have been compiled as and for railway workers, the figures compiled by the social workers in respect of other classes may well apply to railway labourers in workshops. No authorised figures are available. The labour departments ought to be entrusted with the duty of compiling statistics with respect to every industry in the province.

Mr. T. V. K. NAIDU.

#### **I.—Recruitment.**

3. Men are recruited direct by the South Indian Railway Company. Educational qualifications are prescribed for the clerical staff for office. A private training school, run by a retired employee of the railway at Trichonopoly, supplies men for traffic department. Young men not more than 19 years of age with some educational qualification are engaged as engine cleaners and drivers. Men for the workshops are first given a trial by foremen of the workshops concerned, and taken on wages proposed by them. It is suggested that sons of retired railway servants should be given first preference, that the railway should have a training school of its own, where candidates with requisite qualifications can be trained and employed instead of leaving it to a private agency, which gives room to undue preference to one class or other. Men, who come from the technical schools maintained by Government as well as private agencies, should be exempted from the trial before appointment and should be appointed forthwith, with a decent wage in the workshop.

7. (i) Unemployment is very wide. Even men, who are conversant with some trade, find it very hard to get an employment. Recent retrenchment policy adopted by South Indian Railway has aggravated the situation very acutely. Voluntary retirement does not exist at all. The materials, which were manufactured in

the workshops, are now indented for from home. It is suggested that those men, who are now out of employment as a result of retrenchment, may be provided with employment. All the materials required for the railway should be manufactured in India, instead of being imported from foreign countries; the unemployment problem may then be solved to a great extent.

8. (iii) Men do not generally absent themselves except for unforeseen circumstances such as death of a near relative, etc. South Indian Railway administration formerly allowed absence without permission for seven days in a year to the workmen in the workshops. This was cut down to three days some time ago. The company again tried to take away this privilege altogether, on which the men set up a strong agitation against it through the labour union. The chief objection was that the withdrawal of the privilege would lead to abuse of power by the supervising staff, resulting in bribery, etc. The matter was then referred to the arbitration of labour commissioner to the Government of Madras, with the concurrence of the agent, South Indian Railway, and as a result of his award the privilege was allowed to stand. The administration is now slowly trying to undo the award given by the labour commissioner, by offering the privilege of contributing to the provident fund by the daily paid men, provided they are prepared to forego this privilege. Absence without permission is not prevalent in such a wide scale to justify this step on the part of the administration. It must be made to understand that it cannot withdraw by such unfair means a privilege awarded by the Labour Commissioner after mature consideration.

7. (iv) Unemployment insurance does not exist in this railway. Owing to wide unemployment in this country, such insurance, if opened, will be a boon to many. International conventions must, of course, be applied.

## II.—Staff Organization.

13. Relations between the managing staff and the employees cannot be said to be quite cordial. Dissatisfaction prevails owing to differential treatment by superiors. Promotion is not generally determined by merit or seniority, and favouritism and clannishness prevails to a great extent. Appeals are not properly dealt with, punishing officers' verdict being virtually final. Appellate authorities, though convinced of the genuineness of one's grievances, are unable to enforce their decisions.

*Insecurity of Service.*—Employees before entering into service are asked to execute a stamped agreement, which secures the company's interests without extending any right whatsoever to the employee; for instance, while the company does not undertake to provide quarters for employees, it insists upon employees to occupy company's quarters when vacant, vide item 7 of the agreement, which reads as under:—“*When company's quarters are available, I understand that I must avail myself of them, paying for them the rent prescribed under the Company's rent rules in force for the time being.*” The agreement, which the company expects from an employee, is not reciprocal, as will be seen from para. 10 of the Service Agreement:—“*That I clearly understand that the authority which appoints me, has the power to dismiss me for any reason which may to him appear sufficient.*” The only opportunity afforded to employees to represent their grievances is to forward their appeals through their immediate superiors. As the employees are not in a position to know the charges against them, they are unable to make out a case of their innocence, and their immediate superior taking advantage of this situation is able to get his own orders confirmed by the appellate authority. Not only this, but there is also a tendency on the part of the appellate authority to uphold the decisions of subordinate officers in order to maintain their prestige. The procedure adopted by the Government to dispense with the services of an employee, is to give him in writing the specific charges against him, with an opportunity to explain his position. If the authorities were not satisfied with the explanations offered, his services are dispensed with and the reasons for so doing are given in writing in the order of dismissal. He has got a right of appeal on it. It is suggested that a similar procedure should be introduced in the railway also.

Employees who are honourably acquitted of offences against the railway in the first instance or on appeal are not re-entertained by the company. Judicial decisions should not be ignored, and employees who have been either discharged or acquitted should be unconditionally restored with back-pay, etc., as in Government service.

*Racial Discrimination.*—Though the railway administration claims to have done away with the racial discrimination, yet their traces still remain. For instance, Madura Railway Institute refuses to admit Indians as members and Anglo-Indians only are enjoying the privileges. A spacious institute with theatre, dancing hall, etc., is built for Europeans and Anglo-Indians at Golden Rock, who are numerically less than the Indians, while a small building serves the Indians, though originally it was announced that no differentiation would be made in the admission to the bigger

institute. European and Anglo-Indian guards and drivers are provided at important stations with spacious bungalows, furnished with cots, mosquito curtains, etc., whereas Indian guards and drivers are supplied with poor accommodation with benches only.

### III.—Housing.

16. Housing is inadequate, and no due provision is made to meet the demands. In the Golden Rock workshop scheme, the company should have known as to how many workmen would have to be housed at that place, and adequate provision should have been made for them in such a manner that, when the scheme began to work, it could be self-contained, but it is not the case. A considerable number of men at Golden Rock have still to be housed, and they undergo much hardship. One's wants are not taken into consideration in the provision of quarters. The railway company insists on the allotment of quarters according to their daily wages, but not to the numerical strength of the family, if he is a family man, in spite of his willingness to pay the higher rent for want of accommodation. This should be done away with. Accommodation provided in smaller types of houses such as B, C and D is very scanty. Golden Rock colony requires more lighting.

Assistant station masters, who have night duty to perform, and who require accommodation to rest in the day, are provided with houses of single rooms, which they have to use as sitting, dining and sleeping room. All employees at Madras, Madura, Calicut, Salem and other big centres, where quarters are very dear, should be provided with houses by the company. It is suggested that employees and workmen should be allowed to live in the suburbs till such time, and that they must be given necessary passes to travel from their residence to workspot and back. For the convenience of workshopmen employed at Golden Rock, workmen special trains should be run and free season passes should be given to them.

### IV.—Health.

24. Dispensaries are provided for medical help at certain stations, and in other places the staff rely on the local and Government agencies. These dispensaries at several stations are only apologies for dispensaries, stock of medicine is inadequate, the apothecary in charge has often under his care a number of stations extending to a number of miles. His main duty almost consists in granting sick certificates rather than giving prescriptions.

A hospital has been built at Golden Rock, but the accommodation has not been provided with an eye to requirements, as will be seen from the throng of persons who go there to take medicines for small ailments, waiting at the dispensary, thrusting their bottles for medicine through windows and crowding there in large numbers without any room for them to wait decently. Even this does not seem to be fully availed of as people have no confidence in the treatment they get from railway medical men. In-patients in the hospital at Golden Rock, drawing a salary of Rs. 30 and above, are asked to pay, and the amount due on account of their stay in the hospital are being recovered from the pay bills. Meals prepared by brahmins are not suitable for patients, especially those who are not accustomed to vegetarian diet. It is suggested that a Mahratta cook also should be engaged for preparing diet to those men. Assistant surgeons and apothecaries at all stations have more clerical than professional work, and no wonder that men hesitate to take medicine from them.

There are no women doctors in any of the dispensaries or hospital in the railway. There is only one midwife attached to the hospital at Golden Rock. It is suggested that some more midwives should be appointed, and a women and children's hospital should be constructed.

26. Latrines are provided at almost all stations. Sweepers are employed to carry out sanitation work. Latrines provided at Golden Rock in the colony are very inadequate, as each one is designed to serve the inmates of eight blocks of 48 houses. There are only six or seven seats for males, and a similar number to women in a combined latrine for 48 houses. Workmen have to be in the shops precisely at 7 a.m., and their families have got to prepare the morning food for them before that time. A large number of them have got, therefore, to make use of the latrine practically at one and the same time, i.e., the early hours in the morning, and there is therefore considerable inconvenience, which has also been pointed out to the railway company by the Labour Union. It is suggested that there should be separate latrines for men and women without a combined one as at present existing.

*Medical Help.*—Railway administration insists on the employees producing medical certificates only from the railway apothecaries, and not from outside practitioners, whether registered or otherwise, when they fall ill, in order to enable them

to take advantage of the sick leave. This works as a great hardship to them, because there are stations which are not frequently visited by the railway doctor, nor are there any practitioners hard by their station to grant certificates. Sometimes company doctor visits the station after two or three days, by which time the employee gets well. The doctor therefore says that he cannot grant a sick certificate, as he is well in his presence, and therefore the employee has to lose his pay for the days he was sick, though he was actually ailing. It is suggested that medical certificates granted by a private practitioner of English, Ayurvedic, Unani, etc., systems should be accepted, and some latitude should be allowed to men in out-of-the-way stations.

30. Sickness insurance should be introduced.

#### V.—Welfare.

Staff and welfare committees exist at four places, viz., Villupuram, Golden Rock, Madura and Podanur. The composition of this committee is mainly official. The presiding officer is one of the district officials of that locality. Heads of offices of the other departments of the same place are also in the committee by virtue of the constitution. Members forming the committee are the subordinates serving under these departmental officials. The members are practically afraid, therefore, to do anything against the wishes of any of these officials. Such committees are only nominal. Colony committee at Golden Rock is also of the same type.

#### VI.—Education.

There are no educational institutions for adult workers or for half-time men. There are some schools for the children of the employees, but they are exclusively used for the benefit of the European and Anglo-Indian children. There are two schools for Indian children at Golden Rock, but they are not enough to meet the wants. Many children are refused admission. No adequate provision seems to have been made to the extent required. It is suggested that free education should be given as is being done in municipal and local board schools. No facilities for industrial and vocational training exist in any of the stations.

#### VIII.—Workmen's Compensation.

A large number of men are not aware of the Workmen's Compensation Act, consequently there have been many cases where compensation has not been claimed. The company, at times, tried to evade its liability to pay compensation, alleging that the cause of death or disablement was due to carelessness on the part of workmen. It is suggested that compensation should be given to all accidents of whatever nature without any reservation.

#### IX.—Hours.

73. This varies with departments. Workshop men work from 7 a.m. to 11.30 a.m. and 1 p.m. to 5 p.m. daily, except on Saturday, when they work from 7 a.m. to 11.30 a.m. only. If they work beyond this, they are to be treated as overtime. They do not work on Sundays. The traffic department at the stations work for 12 hours per day, from 8 a.m. to 8 p.m. and 8 p.m. to 8 a.m., and 8 hours at big stations. This is done on all days. No overtime is allowed if they are forced to work more than this time. Men, in the loco. sheds, work from 7 a.m. to 5 p.m. and 5 p.m. to 7 a.m., except Sundays. Any work performed beyond this time being supposed to be treated as overtime and paid for, but it differs in actual practice, in that men are not given overtime on some plea or other, for instance, they are given off for a few hours as compensation for working extra. In many cases, discrimination is made and some work is pronounced to be intermittent, and therefore longer hours of work are prescribed, but if one is found to be enjoying a little rest during the period of such intermittent work, he is punished for it. Running staff have to work trains, for which definite rules exist. It was usual to allow a day off in a week at headquarters, but it is not now in force. At out-stations, some hours rest is allowed after completion of more than four hours work, even this rule is not strictly observed in many cases. Men are out of headquarters for many a day, and in some cases reach their homes after one full week, and they are not given any additional hatta for such long stays out of their jurisdiction. They are also asked to work to stations beyond their usual zone, necessitating long stays at out-stations. Accommodation is not provided for at many stations for their stay. It is suggested that the working hours should be reduced owing to the climatic conditions of Southern India.

76. Certain number of holidays are allowed for workshop men amounting to 12 days in a year with pay and Sundays without pay. Traffic staff have no holidays at all. When workshop men on daily wages work on gazetted holidays, they are allowed the



compensation holiday, whereas clerical monthly paid men are not allowed such privileges. It is suggested that all the gazetted holidays should be given to the workshop men as well as running staff. If it is not possible in the latter case, such work should be treated as on a Sunday, and the allowances granted accordingly. The traffic staff at stations have got to work on almost all the days irrespective of any holiday whatever; in order to compensate them for this, they must be allowed to take 14 days' casual leave extra in a year.

## XII.—Wages.

96. Wages allowed are far below the prevailing rates elsewhere. They are not fixed with reference to one's standard of living. Supply of labour being more than the demand, owing to unemployment, the administration takes advantage of the situation and pays very low wages; for instance, a clerk in the Government gets a pay of Rs. 35, whereas one in the railway gets Rs. 28, this, too, was Rs. 20-8 annas some time back, but raised to Rs. 28 only recently, after a strenuous agitation for a number of years. An artisan gets Rs. 2 to 3 a day outside, but the same man gets only a rupee in South Indian Railway. The lowest wage of daily paid workmen in the workshops and out-depots per day is 6 annas for boys, 9 annas 4 pies for coolies, 11 annas 4 pies for smiths, 14 annas for fitters, and of monthly paid menials such as peons, pointsmen, gatemen, lascars, gangmen, porters, cleaners, lampmen, coolies, etc., is Rs. 12 per month. A family consisting of husband and wife alone, excluding children and parents, could not live with this amount. The company boasts of the amenities provided for, but add it in calculating the pay of the men to show that they are being paid better wages. All employers of labour, for the matter of that, provide such amenities as are in their power, and therefore there is no point in the railway making it a fetish and an excuse for giving smaller wages. When a deputation of employees waited on the agent, he pointed out that passes and other concessions were being allowed to them which was claimed to amount to Rs. 10 per mensem, and therefore the railwaymen were better paid. They have also lowered and also trying to lower the scales for lower paid men for some reason or other, but they go on increasing the number of higher paid officers. The administration is, so to say, becoming top-heavy. It is therefore necessary that there must be a machinery to compel the administration to give an adequate living wage.

The tendency of the administration is to curtail the concessions and other privileges, which the employees were enjoying for a long time without any adequate compensation; for instance, the administration was issuing half free passes without any limit, but subsequently curtailed it to four, plus two privilege passes in a year. Servants were allowed to travel either with the employee or with his family. The number of passes was restricted to eight in a year. From the beginning of this year, six passes only are being issued, to be used in any direction which means a reduction of two passes. Privilege ticket orders were allowed to be availed of by the employees either individually or separately for families. This privilege has been done away with. Island allowances and ghat allowances, which were being granted, have been withdrawn on some pretext or other, though the conditions have not changed.

The railway administration fixes the salary of the staff by taking into consideration the extra perquisites the staff are able to command at stations. It is an open secret that money is taken by the goods clerks for providing wagons, and that a certain limit of money is fixed for the despatch and delivery of the parcels as a tip, and this is looked upon by the company with leniency. It is also a well-known fact that men, who are the favourites of the powers that be, are posted to stations which command liberal emoluments. When a deputation of the employees, who waited on the agent, pointed out these things and pressed on him for fair wages, the agent replied that bribery is rampant everywhere, high and low alike, and it cannot be put a stop to by enhancing the salaries. This is rather a wrong and demoralizing view to take.

106. Fines are effected in the shape of reduction of one's salaries. This is claimed to be an improvement to the previous procedure, which was to fine an employee certain amount in cash. In many cases it works as double punishment (1) reduction of salary; (2) calculation of overtime, mileage, etc., on the reduced salary. Amount thus reduced is also a saving to the company, and is therefore not easily included in the fine fund. The fine fund is therefore apt to decrease, and this may indicate that the fines are not universal, but it is not actually the case, however, as explained above. These funds are set apart for utility, and are usually granted to institutes, etc., the major part of it being enjoyed by Anglo-Indians. In many cases fines are also inflicted without asking any explanation from the defaulter. He is not informed of the charges and mistakes against him before fining. This must be remedied.

Two scales of wages have been laid for workmen in the workshop, one for men engaged before 1st April, 1924, and the other engaged after that date. Men, who resigned in obedience to the agent's orders on retrenchment as per his circular

No. 202 of 17th April, 1928, and who elected to rejoin duty as per agent's order No. 5 of 10th August, 1928, refunding the bonus, etc., received as per circular No. 202, are started on scales of pay pertaining to men on service on and after 1st April, 1924. This is going against the spirit of the rules, which lay down the scales of pay according to one's service.

108. Indebtedness exists on a very large scale. The company has ruled that no employee should be indebted to such an extent that the debt incurred by him could not be cleared within two years. The employees adjudged insolvents are dismissed from service, but major portion of employees are immersed in debts, only a very small number coming to the notice of the administration. The cause is that employees are not paid adequate living wage, when they enter the service. An employee has to make both ends meet by borrowing or drawing upon the resources of his family, with the result that, when he begins to get a living wage, which is after a lapse of number of years, he is already indebted, which he tries to liquidate to the end of his service. In many cases when the men retire, provident fund and gratuity, which they have earned are barely sufficient to pay for the debts they have incurred, thus the purpose for which provident fund and gratuity were intended, viz., to provide for the retiring age, is not served. The only solution for this difficulty is to give a living wage to men on entering the service. The transactions carried on in the South Indian Railway Co-operative Credit Society itself will bear out the above statement.

110. Casual leave, 15 days in a year for workmen, 10 to 15 days for menials, and 14 days for all subordinate employees. Though such rule exists, it is not usually granted to staff. Sufficient relief for leave purposes not having been provided for, men are told to wait indefinitely for leave, and by the time the company finds it convenient to grant the leave asked for, the employee finds it useless. It is not unusual for traffic staff to wait for years together, and the hardship is very keenly felt. No notice seems to have been taken about it. In cases of extreme necessity employees are forced to get medical relief for getting leave, and such misuse is rather the rule than the exception. The difficulty in getting leave thus breeds corruption and favouritism. Daily rated employees are not allowed sick leave with pay. They have to forego their wages when they fall sick. Leave rules are more or less framed in pursuance of those of the Government. The latter have improved it many ways, while the railway administration sticking up to the old one, for instance, privilege leave is allowed to accumulate for three months, after which time it lapses in the railway, whereas in the Government the same is allowed to accumulate. It is suggested that the rules prevailing in the Government should be observed in the railway also.

#### XIV.—Trade Combinations.

There exists two unions in the South Indian Railway, one is called South Indian Railway Employees Association, and the other South Indian Railway Labour Union. The former is a registered one under the Trade Union Act of 1926. Both the unions were recognized by the agent, but it seems that the agent has since withdrawn the recognition of the Labour Union after the general strike of 1928, the details of which are stated in the paragraph which deals with industrial disputes. Many schemes, such as mutual benefit fund, retiring fund, etc., were being drawn up. The Labour Union was assisting their members with loans at a small rate of interest, besides organizing on co-operative basis a shop, where piece goods and other articles of clothing were sold. Everything is at a standstill after the strike. Somehow or other a strong feeling has been created in the minds of the employees that anybody taking any active part in the cause of South Indian Railway Labour Union will be viewed with suspicion, if not with open hostility by the administration and by the Government. Even employees who were implicated in some case or other connected with the railway during the strike, and who were afterwards acquitted in a court of law, were not allowed to join duty, but they were asked to go out of service. Such incidents naturally terrorise employees from having anything to do with the union, and labourers who have resigned and who wished to be re-entertained are not allowed to do so, if the authorities knew that he was taking an active part in the union affairs.

#### XV.—Industrial Disputes.

123. There were six strikes from 1920, and the last took place in July, 1928. The railway administration decided to centralize their workshops, which were at Nega-patam, Trichinopoly and Podanur, at Golden Rock. In so doing they wanted to retrench 3,171 labourers, about which the Labour Union protested, and suggested that the vacancies caused by retirement, etc., might not be filled up. The union finally gave an ultimatum that, if the agent did not cancel the circular No. 202 of

17th April, 1928, which deals with retrenchment, they would observe satyagraha i.e., to cease work and to sit quietly in their seats, and they did so in the three workshops on 29th June, 1928. The agent locked out the shops, when the workmen went for their meals on that day. After a good deal of correspondence, the union wanted the four major points to be considered as a *last step* before declaring the strike. They were (1) payment of the lock-out wages; (2) absorption of surplus men after voluntary resignation; (3) increase of menials' pay; and (4) redress of the grievances of the running staff. The agent declined to consider the first two items, but agreed to the last two items to be referred to the Labour Commissioner for arbitration. The general strike was declared at midnight on 19th July, 1928, and lasted till 29th July, 1928. Nearly 20,000 men were involved in the strike. The strike was a success, but in the meanwhile, the police arrested the labour leaders and members of the strike committee, and a charge of conspiracy under section 120-B. of I. P. C., to do acts under sections 126 and 128 of the Railway Act, was brought against 19, of whom one was the approver. The case was continued for nearly ten months at Trichinopoly, and on 29th April, 1929, the Sessions Judge convicted 15 of them, for ten years each, acquitted three and discharged the approver. The convicted leaders were all innocents, and appeal has been made in the High Court of Madras, who let them on bail. The Government and the Labour Commissioner had committed a great blunder in not coming to the rescue of the Labour Union in spite of their appeals to them and settle the dispute amicably. Mr. N. M. Joshi, M.L.A., who is a member of the Royal Commission on Labour, was served with an order under section 144, I. P. C., prohibiting him from taking part, when he visited Trichinopoly and Negapatam, after the strike, from which places he had to leave immediately for fear of arrest. It is suggested that a joint standing machinery for settling disputes between employers and workpeople should be introduced.

The railway administration have appointed *more men now* in the Golden Rock workshop than the original stipulated strength, viz., 3,376 as per circular No. 202 of 17th April, 1928, which was the cause of the last strike. The union representatives also pointed out already, when they waited in deputation on the agent, when the retrenchment proposal was under contemplation, that the said workshops would require more men, and should not carry out the retrenchment.

#### Miscellaneous.

The number of chargemen in the Golden Rock workshop was very much reduced, which gives a heart burning to the daily paid men, as they could not aspire for the same, if it is restricted. It is suggested that the number should be increased, as also the senior grades in the offices in all departments of the railway to afford reasonable chances of promotion to lower paid men.

The gratuity is given at the rate of half a month for every year of his service. It is suggested that this should be increased to a month, and should be granted without any reservation. If he resigns or is convicted the gratuity is not now given. If he is acquitted of any conviction, the gratuity will be given to him, if the authority likes. Provident fund bonus also will not be given if he is convicted. Provident fund bonus and gratuity were intended for old age and for families. By the present policy the families of the employees would suffer very much. It is suggested that provident fund bonus and gratuity should be given unconditionally.

Joining time is not generally given, and all postings are made by wire. Further, if any reliever is sent to a station on acting duty, he is not provided with any quarter for his stay, but occupies for the time the station house itself as his temporary quarters. It is suggested that sufficient time should be given to join duty and quarters provided.

### SOUTH INDIAN RAILWAY CENTRAL LABOUR UNION, COIMBATORE.

#### I.—Recruitment.

3. It is desirable and necessary that the present method of recruitment should be so altered as to give the children of employees the first opportunity of filling vacancies. In order to do this the union feels that it is necessary for the company to make adequate provision for educating and training the children of employees with a view to preparing them. In practice this means the establishment at centres for the definite training, and also the adoption, on a wider scale, of the apprenticeship system.

9. The Apprentices Act of 1850 should be amended so as to help in the above, and should include workers like mechanics, fitters, joiners, etc. Theoretical training should be organized in the form of evening or other classes; practical training in an undertaking or workshop, over a certain period.

**II.—Staff Organisation.**

11 and 12. The present system of recruiting and training for superior positions is defective. It leaves too much in the hands of individuals who may be, and sometimes are, swayed by prejudices, favouritism and even bribes. The union therefore suggests that certain definite tests or examinations which should include that of general promotion to higher service. These should be entirely free from racial considerations, which is not the case at present.

13. The relationship between some of the subordinate staff and the employees is unsatisfactory and requires to be remedied. For example, a foreman of a depot can report to his superintendent concerning a worker under his charge, complaining of something he has done, and recommending his dismissal. Almost invariably the report and the recommendation are accepted and orders for dismissal issued without the accused being given any proper chance of explaining his position or defending himself or of being represented by the union or the workers. It is not possible unless resort is made to a strike to bring the offending foreman to book. And even for a worker to side with the accused is dangerous. Matters in this respect are better in the central workshop at Golden Rock where the works manager is able to give more intimate supervision.

But in any case what the union feels highly and urgently desirable is the establishment of some kind of machinery, on the lines of the Whitley workshop committees in England, or is now in operation in the Tata's steel works at Jamshedpur, whereby any worker accused of any serious offence may have a chance of defending himself and of being adequately represented by his union before a decision is finally taken. (Instances of above will be given orally if desired.)

**III.—Housing.**

16. Provision in this respect is very defective. At present housing accommodation is provided by the company to a limited extent only, and that too not very consistently. Houses, as conveniently near the place of work, as possible, should be provided for all classes of workers, and especially for those who have to attend work late, and those posted to stations where suitable and cheap quarters are not procurable within a radius of three miles from the place of duty.

All employees in receipt of Rs. 30 or less per mensem should not be charged any rent at all. The rents charged for those in receipt of over Rs. 30 should not exceed 10 per cent. of wages or salary received, or 3 per cent. of the capital invested in building, whichever is less. The worker, through their appointed representative, should be consulted as to the design and types of quarters built or remodelled.

Where restriction exists in the matter as those of bringing dependents to the quarters in railway colonies should be cancelled. Better facilities on the lines of the housing scheme instituted by the Empress Mills at Nagpur, should be given to enable the workers keep their own little garden, grow their own vegetables or keep a cow. The workers might also be encouraged to purchase their own houses.

**IV.—Health.**

30. The union would like to see some Government measure introduced to provide against sickness, temporary unemployment, etc. A sickness insurance scheme. But in the case of the workers being required to contribute to this, in equal proportions, say, to the employers and the Government, provision should first of all be made for a minimum living wage. Otherwise it is impossible for a worker compelled to live below the minimum level to contribute anything to such a scheme.

**VI.—Education.**

40. The facilities for the education of the children of the Indian employees is not so good as that provided by the company for the children of Anglo-Indians. It is desirable that a school should be run by the company at each depot or centre for these children, and that every facility be afforded to the children of gang coolies and the children of other workers residing at small or intermediate places to attend these schools.

**VIII.—Work men's Compensation.**

59. (i) The union calls the attention of the Commission to the fact that in the case of an accident involving the loss of limb, it sometimes happens that the employer will offer a lighter job at the same rate of pay in lieu of the compensation that might be claimed under the rules, and that the worker may accept this. Twelve months

later, however, this worker may be dismissed and then he loses both his job and the compensation. The union suggests that this eventually should be safeguarded against by law so that if such a worker is retained on lighter work on the same pay (instead of drawing compensation and probably losing his job or getting reduced in pay) the time he is engaged on that of the lighter task should at least be equal in compensation to what he could have claimed under the Act.

### **XII.—Wages.**

105. The present rate of pay for menials and low paid workers is far below the level of decent living. The gang coolies, for instance, are paid Rs. 12 per month and have no increment. It is estimated that the cost of decent living for a man, his wife and three children is about Rs. 40, and the union is of opinion that until the minimum pay is brought up to this level approximately, it is not possible to tackle effectively indebtedness and other problems touching the worker.

111. The union is strongly in favour of the introduction of a fair wages clause in industry and especially in all contract work.

### **XIV.—Trade Combinations.**

The feeling and opinion of the union on this point is that trade unionism on the South Indian Railway suffers on account not only of the want of sympathy of many of the officers, but also on account of active opposition. The many recent arrests and convictions of trade unionists have strengthened the conviction that the employers and the Government sometimes work together against organized labour.

### **XV.—Industrial Disputes.**

123. The chief cause for disputes is low standard of pay and conditions of the workers, and the unsympathetic and unreasonable attitude of some of the officers and their representatives in dealing with the men and the demands of the men through their union.

### **XVII.—Administration.**

The union is of opinion that labour should be adequately represented in the Legislatures; also that Government departments of labour—Central and Provincial—should be substantially strengthened and expanded.

### **Other Matters.**

The union begs to call the attention of the Commission to the demands made to the railway board by a deputation of the All-India Railway Federation last year (demands endorsed by this union) and the manner in which the deputation was treated, and requests that steps be taken by the Commission to pave the way for the recognition by the railway board of the establishment of negotiatory machinery between the federation and the railway board and the Government on all matters of general import affecting the various railways, whether State railways or otherwise.

When officers and upper subordinates such as foremen, etc., are equally paid both in the M. & S.M. and S.I. Railways without any distinction, why should not the daily paid staff on S.I. Railway be paid equally as M.S.M. Railway's daily paid staff.

The union having duly considered the above memorandum approves of the same and commends it to the considerations of the Whitley Commission.

**Dr. R. V. N. NAYUDU, EX-PRESIDENT, SOUTH INDIAN RAILWAY  
EMPLOYEES' CENTRAL ASSOCIATION, DHANUSHKODI.**

I have been a member of the South Indian Railway Employees' Association since its inauguration in the year 1919. I was the vice-president for a year and president for two years, 1926-28, of the South Indian Railway Employees' Central Association, at Trichinopoly. I have been consulted by the Labour Commissioner,

Madras, on various occasions, with regard to legislation on labour questions, Workmen's Compensation Act Amendment Bill, Trade Disputes Bill, etc. I was a member of the committee constituted to examine the introduction of a system of sickness insurance. I am very much interested in the objects of the inquiry of the Royal Commission and have pleasure to forward, herewith, the statement of my views on subjects, in so far as my experience lies, and trust they would be of value.

### I.—Recruitment.

1. Most of the employees in the service of the South Indian Railway, whose labour conditions are the subject matter of inquiry of the Royal Commission on Labour, are recruited locally, in fact, over 90 per cent. of them are citizens of the southern districts of the Madras Presidency.

2. The gangmen employed in the permanent way, a vast majority of them, live in their own villages and come to the workspot in the morning and return to their homes in the evening.

3. The existing methods of recruitment vary, as they necessarily must, with the class of employment. For technical services, similar qualifications, as are set up for Government service for analogous posts are prescribed. For clerical service, booking clerks, parcel clerks, etc., candidates possessing the secondary school leaving certificates and who have been declared as eligible for admission into colleges are to sit for a competitive examination held by the audit officer, and are then chosen on results. For station master and telegraphist cadre, a private school run by an ex-employee, recognized by the administration works at the headquarters. The introduction of the trade test for workmen to be employed in the workshops, has been recently introduced. Men possessing sound education are trained as apprentices, given intensive training in various branches of work in the shops and their prospects are rendered decidedly better than the ordinary mechanics or operatives. A few men, for efficiency and long service are promoted to the grades of chargemen and foremen. While the differential treatment between Indian and Anglo-Indians is sought to be removed, much of it still remains, and Indians are seldom promoted to the top grades. In some departments, men possessing high academic or technical qualifications are taken on as pupil candidates and after a few years of training are promoted as officers, or, if not found quite competent, as upper subordinates. Of recent years, the Indianization of the officer's cadre is on the improve and the proportion set by the railway board is likely to be reached soon. We occasionally, however, see that discontent is felt by deserving Indians, when their claims are passed over, as was brought to light over the appointment of the deputy agent.

A system of competitive examination for the number of vacancies likely to arise during the course of a year should be held by the head of each department and persons topping the list in the result, should be chosen, giving, of course, due consideration to proportional representation, the order of communities to be on the same lines, as formulated by the Madras Government in their recent orders for its services. The block school and a school for telegraphy may be run by the administration itself, as the evils incident upon selection by the manager of a private school are obvious.

4. There are a few stations on the South Indian Railway where it is impossible for an employee to keep his family, owing to the trying climate or unhealthiness of the locality or for want of educational facilities for his children.

7. There is a good deal of unemployment of both literates and illiterates in this part of the country. The former will not take to industries, manufacture or agriculture, as they do not relish the idea of soiling their hands. They fight shy of investing capital. All they care for is a monthly salary in some job. It is a common spectacle that Masters of Arts in Mathematics apply for clerical posts on Rs. 40 per mensem, or even less. The illiterates migrate to the plantations in native states or Ceylon or Malaya, where they are assured of employment for themselves and their family all through the year. It is not that they return to this country any the richer than what they were when they left it, but they are able by continuous employment, to keep the wolf from the door. About 2,000 workmen of the railway workshops resigned, and I heard it said that it was no more voluntary than that of the repatriates of South Africa, during the middle of this year, but it is likely, at least it is expected, that they would slowly get back to employment under the railway.

8. It is characteristic of the South Indian labourer, that his "turnover" is lamentably far short of that of his compatriots elsewhere. Absenteeism is not very marked. Leave of absence under the rules in force is availed of.

## II.—Staff Organisation.

11. The managing staff, except for a few direct appointments, are ordinarily recruited from home.

12. The recruitment of supervising staff is mostly from the ranks and is confined to men who have shown an aptitude for intelligent work. Facilities for training systematically of workmen, other than apprentices, cannot be said to exist, but each one learns what he can during the course of his work.

13. The insecurity of service consequent on the employer taking advantage all too frequently, of the service condition of terminating the services of an employee, without assigning any reasons by giving him a month's notice, or, pay in lieu, highly demoralises the service. Corruption, the employee trying to make as much money as, and, if he can, to provision for the rainy day, which may come on any day either of his failing or out of causes beyond his control, while the conscientious employee has to be in constant dread of the Damocles sword, and in course of time he lacks the initiative and gets nervous of exercising his discretion. The love which should be the beacon light to guide the employer and the employed simply does not exist. When the Government of India directed that the system of fining employees should be revised, the South Indian Railway, introduced the temporary reduction of pay for short periods. In many cases the loss of money to the employee was greater and any increment that was due to him during the period of his reduction was deferred, thus entailing further loss. The provident fund also was affected.

14. Time-keeping on the latest lines has been introduced in the central workshops at Golden Rock and it seems to have caused no inconvenience. Wages are paid directly by the cashier of the audit department to the workers in the immediate presence of his superior official. Attempts are being made for disbursement of pay within the time recommended by the Geneva Convention.

15. A major portion of the work of buildings, permanent way and the like are done by contractors under the supervision of railway officials. Small minor works, with, or without the cognizance of the railway officials are being sublet to petty contractors. Provisions of the Workmen's Compensation Act have not been extended to the contractors' labourers. No time should be lost in doing this.

## III.—Housing.

16. Employees whose services are requisitioned day or night are in very many cases provided by the administration with free quarters. A small percentage of others are also given quarters at favourable rates. Private buildings have also been rented, whenever necessary, for the use of the employees, but this is exceptional.

17. Facilities are provided for acquisition of lands for workers' houses.

18. Conservancy is free, as also the drinking water supply, where they have been arranged. House lighting has to be paid for.

19. All available accommodation is utilized.

20. Rent charges are moderate, 2 per cent. on the capital outlay.

21. Sub-letting or overcrowding is not permitted. There has been no occasion for eviction.

22. Provision of quarters for employees near about the workspot is mostly an advantage to the employer and a large scheme of housing the employees should be begun early. It is obvious that an employee who walks some miles to reach his place of work, begins it with diminished energy, and would like to idle at the closing hours to conserve some to trudge back to his house. Places for recreation, temples for worship, schools with hostels for children of employees stationed in out of the way places, should find a place in the colony. On no account should liquor shops or taverns be permitted, or tolerated to be opened within a few miles of a railway colony, nor should the co-operative stores run by the members be allowed to sell liquor, either for cash or on credit.

## IV.—Health.

23. The ill-paid chronically indebted employee, who suffers under the bane of various expensive social customs cares very little for the appalling death rate among his infants. He calls them the Act of God. The staple diet of the South Indian is the cheap cereal, rice, which he consumes in quantity, with a view to keep a good physique, with the result, he is well-fed but ill-nourished.

24. The headquarter hospital at Golden Rock is well staffed and equipped. The district headquarter hospitals are well off, but the equipment and supply of medicines at the small dispensaries could be on a more liberal scale. It is not all

that could go to these far away hospitals, and the free dieting to those drawing a salary of less than Rs. 30 per mensem, is no attraction. The employees being distributed over a narrow stretch of country traversed by railway line and several employees being resident for some miles away from it, are not well served by the dispensaries, which are located between long intervals of mileage, and the officials in charge cannot render full justice to their clientele. As every man who absents himself on account of illness has to be seen and certified by a competent medical man in railway service, certification of sickness has come to be considered the be all and end all of the medical department, thus subordinating the professional help that should be their *raison d'être*. Even at the headquarters of the medical subordinate, his professional help is often ignored as he is frequently absent for long hours, and anyone having acute illness seldom trusts this absentee doctor. The absence of compounders in some of the dispensaries to attend to urgent cases, as ordinary minor ailments or accidents, still further render these dispensaries useless. Women doctors, midwives or dais are not entertained.

26. The sanitary arrangements of large colonies are well looked after. The latest methods of water carriage system are adopted in Golden Rock colony. Water supply is provided at some of the important stations, but the quality of the water calls for improvement.

29. Saw-mill operatives are being examined every month by the medical authorities to see if they are healthy and have not developed any disease of the respiratory system. There is nothing extraordinary in the prevalence of tropical diseases in railway colonies, but epidemics are combated early. There are a few unhealthy stations in the system and employees are granted special leave and allowances for service therein. A few more stations can be brought under this category. Employees should be transferred out of these stations after a certain period of service, if they require it.

30. Sickness insurance—Please see separate note. Note 1.

#### V.—Welfare.

32. The question of minimum living wage can here be taken up. It is the conviction of the South Indian Railway authorities that they are paying their men as good salaries as they are likely to get elsewhere, taking into consideration all the concessions they offer, as free passes, provident fund, leave, etc. Deputations of employees, agitation by the press have all failed to get this redressed. Impartial observers have, however, said, that by no stretch of imagination, can Rs. 20-8 annas be considered an adequate living wage. Times seem to be changing. A few services are now started on Rs. 25 and, perhaps, the relief for the others is in sight.

The scheme of constituting staff welfare committees is in its infancy and no tangible good had been observed. The official majority in such committees is not conducive towards any material good to the employed.

33. An officer to look into the appeals of employees in consultation with welfare committees and heads of the department concerned is a welcome addition, but he should rank next to the agent, to act over the heads of departments, if occasion arises.

34. Institutes have been provided by the administration at various centres and they are well patronized. A central circulating library is run for the benefit of the employees.

36. Schools for the education of children of employees for both Europeans and Anglo-Indians have been working for several years, at several centres. Recently a school for the education of Indian children was started at Golden Rock. A limited number of scholarships, to the value of half the school fees payable for three years are awarded each year to children of employees, whose pay is less than Rs. 100 per mensem. This rule can be rendered more liberal by paying to employees, who are stationed at places where no facilities exist for the education of children, the actual boarding fees. No facilities are provided for the education of adult workers or half-time workers. Night schools are a desideratum.

37. The provident fund to which all employees drawing a salary of Rs. 15 per mensem, including daily paid workmen, have to contribute 1/12th of their salary, to which is added an equal sum by the administration, is the provision for old age. A retirement mutual benefit fund has just been started.

38. A co-operative credit society and a stores society are working. They are doing useful work.

#### VI.—Education.

42. While the effect of education on standard of living is noticeable, the industrial efficiency is not marked.



### VII.—Safety.

43 to 50. First Aid outfit is carried by the guards in a few of the important trains. Running-sheds, factories and ferry steamers are similarly provided. Stretchers are provided in relief vans and at some of the important stations for carrying the sick or wounded, arriving by trains. Within the Golden Rock workshops, for two hours in the working hours of the mornings a medical subordinate is in attendance to treat the injured and for the treatment of minor ailments. The incidence of accidents is not high. Safety-first notice boards and methods of artificial respiration should be hung in the shops. A large number of employees qualify themselves in First Aid every year. Certain class of employees are given bonuses for attending the course and for passing the final examination.

### VIII.—Workmen's Compensation.

51 to 54. Please see separate notes. Notes 2 and 3. Insurance facilities do not exist in this country.

### IX.—Hours.

55 to 59. In the workshops 47 hours a week, 8½ hours per day on the first 5 days and 4½ hours on Saturday. Overtime work is separately paid for. No further reduction is necessary or is called for. Several classes of employees are on duty for 12 hours continuous work. The nature of their work is in some cases intermittent, but before any relief is denied to them in the way of weekly day off, or of shortening the hours of work per day, their cases should be elaborately gone through.

60. The interval in the shops is between 11.30 a.m. and 1 p.m. No complaints. Twelve holidays with full pay are allowed.

### XIII.—Industrial Efficiency of Workers.

112. During recent years it is reported that the Indian workmen show a little better efficiency than formerly. Education teaches men that they should be worthy of their salt. But simultaneously with it, has grown the disrespect for authority, promoted by professional labour leaders, both Indian and European who in their attempts to teach the men the principle of collective bargaining have indelibly marked on the minds of the illiterate labourer that the only weapon to demand a concession is strike. The tropical climate with its enervating heat, the poor physique of the men, due to poverty caused by low wages, impoverished by excessive expenditure on social rites and ceremonies, and consequent poor standards of living, all these are contributory factors to the poor out-turn of work. Besides there is always the rancour in men's minds, that given the same capacity, qualification and out-turn of work, the Anglo-Indian still remains better paid in this country and this, no less adds to the list mentioned above. The benefits of housing in well-ventilated sanitary surroundings with protected water supply laid on, would be wiped out if liquor shops are allowed to be located in the vicinity and no good will come of them as long as arrangements exist for credit sales of liquor in co-operative societies run ostensibly for the welfare of the employees.

### XIV.—Trade Combinations.

117. The labour organization in the South Indian Railway was short lived. It took form early in the year 1919. At first it was officered by outsiders, i.e., those not directly connected with the industry. The employers at the beginning were apathetic, later hostile and lastly made a show of recognizing them. The usual methods of stifling the growth of such unions, as practised everywhere by the capitalist, to wit, transfer of the chief organizers, though not putting them down or victimizing them was tried with some success. Quite a novel objection was taken against recognizing them on the ground that the office bearers were not labourers. In a country, where primary education is not free or compulsory, the standard of education is low and naturally there were not many among the labourers who could martial facts and discuss the pros and cons of a point at issue with the authorities, to whom they had been accustomed to speak with bated breath and whispering humbleness. Such of them as had a little education followed the *laissez faire* principle and were not prepared to brave the fight. Almost all considered that it was not their business but his neighbours to lead. As years rolled on, following in the wake of labour leaders a few men took up the reins, allowing the outsiders to keep in the background. Things went on very well. A few points were conceded by the capitalists. Some felt the giddiness of success while others grumbled. The result was the same in both. Strike was considered the only possible method of coercing the employer. Strikes of varying forms and degrees were the order of the day. Indiscipline and disrespect for authority were the guiding spirits. This was the

beginning of the end. Matters came to a head when the re-organization of the shops was carried into effect. Everyone concerned knew at least a year previously that a large number of them would be turned out of work, as a result of it. But no one was prepared or willing to go. Disorders of sorts were indulged in. When the company offered to receive resignations more men resigned, as they saw that they were offered double gratuity, severely handicapping the work in the shops. The evil did not stop there. Those that remained in service began to show their sympathy towards their brethren out of work, by offering satyagraha, a form of feminine trick, turning up for duty but doing nothing. Lock out followed and a general strike which was in contemplation was declared. The authorities who ought to have been well posted as to the likelihood of grave things happening, buried their heads like the ostrich and woke up only a few hours before the hour of general strike and said that they were prepared to meet the demand of the men in a few details, while they refused consideration of the rest. The labour union could not have broadcasted the concessions offered within the few hours they had at their disposal. The strike lasted for ten days but two serious accidents as a result of sabotage by someone involved loss of life. Train services were seriously dislocated and there was a considerable loss of revenue to the railway. Almost all the prominent labour leaders have been found guilty of conspiring to wreck trains and are undergoing various terms of imprisonment. The authorities have withdrawn the recognition of the union as it was not conducive to the welfare of the employees, and no union exists to-day.

The employees, other than the workshop men and members of the running staff, formed themselves into an independent organization in the year 1919. Many were the attempts made to amalgamate the union of labourers and employees, but without any success. At one of the meetings a prominent labour M.P. was present. I opposed the idea with all the vehemence I could command. The members of the employees' association were better disciplined and well organized, but for one reason or another it did not have a large roll of members. At one time it peaked to 2,000. The better paid of the employees content with their lot and fearing the penal clause in the agreement kept away. This union met with similar treatment as the labour union, from the powers that be. I do not think that the authorities were seriously concerned about its existence and it still lives though in an attenuated form. It cannot claim to have wrested any large privileges from the employer but there is the object lesson that a body of men might form unions for all lawful purposes and carry on constitutional agitation. This is their achievement and if they are proud of it let no one dispute it.

The labour union has met with its deplorable end before any useful activity in the way of pay during sickness, old age or unemployment could be organized. They were running a reading room, piece-goods stores and coffee houses but they were all unsuccessful.

The employees' union was registered under the Trades Union Act.

121 to 126. Please see separate note. Note 4.

#### XVII.—Administration.

133 to 138. In Madras province the Labour Commissioner officiates also as the Commissioner for Workmen's Compensation Act. Somehow his activities were not heard of during the last strike on the S.I. Railway. If he would function better and assert his position he would be a source of help to both the employer and the employed. The Secretary of State for India denied the necessity of representation of labour in the local legislative council. It is expected that during the next few years adequate representation of men who could voice forth the grievances of employees, without being silent voting men on the side of Government, on all occasions. The subject of labour legislation should be central and its administration provincial. Recommendations of international labour organizations should be adopted in toto by the various governments and suitable laws passed without any delay.

#### NOTE I.

*Letter dated November, 1928, from Dr. R. V. N. Nayudu, President S.I. Railway, Employees' Association, Trichinopoly, at Dhanushkodi, to the Commissioner of Labour, Madras.*

With reference to your circular letter No. 15716/28, dated the 27th ultimo, inviting my views on the question of introducing some provision for sickness insurance of labourers, before the meeting of the committee, I give the following as my opinion.

2. In any country, conditions of labour would be widely different, comprising as it should, from the common manual unskilled labourer, up to the educated and skilled workman in arts and crafts. Comprehensive legislation should therefore be

difficult, but that cannot be an obstacle, either not to undertake any, or to delay long. We have the example of other countries which have forged ahead, and given a start we can correct ourselves, as we gain experience, and perfect the system.

3. India, is vastly an agricultural country and very large numbers of men are employed in that industry, owing to the very primitive methods employed in cultivation, manuring, etc. My experience of agricultural labour does not lead me to the conclusion that it is often migratory. Very occasionally, it is. Each hamlet or village generally contains a little more than the requisite number of agricultural labourers, and in good and prosperous years, all of them find work in their own villages or hamlets. In lean years, if more men, than are required, do turn up to reap a field or to transplant, it is common experience that they equally divide the wages that is allowed by the landlord. Exceptionally, during harvest time, in areas where there is dearth of labour, men are brought for that work, for the season, which probably lasts three weeks or less. Excess population in some areas is relieved by a move to tea, coffee or rubber plantations where labour is required all the year through. The migration is common in uplands and is seldom heard of in deltaic regions. In Ryotwari and Zamindari tracts there is a certain fixed number of employees permanently attached to the landlord and they rarely, if ever, change their masters. It is a common thing to hear that families have worked for the same household for three or four generations. The position may be summed up thus. Taking large areas, about half the agricultural labouring population is attached to big and small landholders and get some kind of living wage all through the year. This is never money wage. Major portion of the other half generally find work during times of cultivation and harvest and in off-seasons get employment in doing earth work. It is only a small fraction that are unattached and have to run about to find themselves engaged. Perhaps, a few go into the neighbouring taluq, a fewer still farther beyond and almost none out of the district. The migratory nature of the agricultural labour cannot be considered a very serious menace. Each insured person can be given a token or card which he can produce at any insurance health centre and claim treatment. It is not necessary he should attend only an agricultural centre, but may at an industrial centre. These centres may be made co-related to render reciprocal help. As regards the sick benefits he can forward a clut or certificate from the centre where he is being treated to his insurance carrier. Some years ago when they had the Plague Passport system, men with passports were asked to present themselves at the dispensary nearest to their destination and the whereabouts and health of the passport holders were thus watched. Cannot something on these lines be modelled for the scheme?

4. While I am prepared to admit that there are not a sufficient number of qualified medical men in western medical science, basing the proportion on what we find in highly advanced and very civilized countries, I beg to submit, that taking also into account the men that practice other systems of medicine, there seems to be no dearth for finding men to heal the wounded or cure the sick. In the Madras presidency during the last few years, there has been founded very many rural dispensaries and several Ayurvedic institutions are receiving state aid. These could be increased. There is a growing feeling among the villagers that western medical science is far more scientific and therefore superior to the indigenous system of medicine. Given a cheap or free service at his door or at a near enough centre, the labourer would easily prefer the allopathic man. However, if a large majority at a centre would favour a Unani or Ayurvedic doctor why not have one? Several Ayurvedic schools and colleges are fast springing up and they are likely to turn out a large number of qualified men, who would only be too glad to enter service. The state, when it contributes funds towards these schemes may well consider them as aided institutions, and as these would relieve the work in existing hospitals and dispensaries, the question, whether the state would be doing right by helping particular classes instead of developing medical facilities for the whole population, would not arise. The state cannot but plead guilty to such practices that are favoured by it in other spheres.

5. The Honourable Sir Bhupendranath Mitra, in replying to the discussions on the resolution moved by him stated that 10 per cent. of the population are continually sick throughout the year, and staggered the house by calculating the cost to 6 crores of rupees and called it the practical aspects of the case. I will give a few figures to give an idea as to what is the actual sick percentage in the railway. I was in charge of an institution and I had 1,300 employees under my care, more than a third of them are villagers, and employed in permanent way as gangmen, exposed during the hours of their work to sun and rain. The rules of service are, that all employees who are ill, had to report to me and I had to maintain a record of their illness and the period of time they were off from duty. It was found that during a period of 30 months, 1,175 men were ill at one time or other, the remaining 125 were never taken ill at all—653 men were ill once, 247 men twice, 116 men thrice, 64 men four times, 24 men 5 times, 28 men 6 times, 14 men 7 times, 12 men 8 times, 4 men 9 times,

3 men 10 times, 1 man 11 times, 3 men 12 times and 1 man 13 times. None were sick on more than 13 occasions. The average number of days in which each man was sick for 30 months is only 15 days or 6 days a year, or 1·7 per cent. of the population may be reckoned as being sick throughout the year.

6. I have lived for two years in five tea planting estates. The labourers are recruited annually. They stop there for ten or eleven months and when the season is slack and work is not regular they get back to their native place. More than three-quarters of them return in about two months time to the same estate. A further small proportion go to neighbouring estates thinking of earning better wages or are lured by artful kanganyes. One great advantage to a family man in these estates is that man, woman and child could get work for which there is small scope in the plains. I have not heard that a single labourer settled there permanently. They are simply not allowed to. Dispensaries for treatment of these labourers have been provided and in Travancore State there are a few state aided dispensaries which are subject to annual inspection by the Durbar physician. When a labourer is sick he reports himself to the estate doctor who informs the estate superintendent. If for any reason the doctor is not satisfied of the employee's illness, his ration which is paid out of his wages is cut off. I may say, in parenthesis, that the labourers are allowed just sufficient quantity of rice and provisions, and if they fail to produce a chit from the doctor they have to go without food. They do not starve, as of course there is the resourceful kangany who helps, but on his own terms. It need hardly be said that the labourer gets no wages when he is ill, and he has no full pay or half pay leave. This is my experience of estates lying in Travancore State bordering on British territory, and I have no reason to think that conditions in plantations in British soil are any better.

7. The South Indian Railway has liberal leave rules regarding sick leave to monthly paid employees. For subordinates, 30 days a year on full pay and 30 days more on half pay. For menials, 30 days leave on half pay. In the case of the latter class, if sickness is due to unusual exposure while on duty or was caused by service in an exceptionally unhealthy district, the leave may extend to one month on full pay and two months on half pay. Those injured on duty, whether monthly or daily paid employees get full pay for all the time they are ill. Daily paid employees are not eligible for any pay when they are ill. Qualified medical subordinates are in charge of dispensaries, and they look after employees distributed over short lengths of railway. Hospitals are maintained at big workshop centres and locomotive engine changing stations. Employees and their families are entitled for free supply of medicines. Professional attendance is free at the dispensary to all and to employees at their own residence when they are very ill. A small nominal fee is charged for attendance on families of employees in their own houses. Dieting at hospitals is free for those whose salary is Rs. 30 per mensem or below. Employees who are in receipt of a salary of less than Rs. 50 per mensem, if admitted into Government hospitals either for sickness or for accident at the request of the railway medical staff, will be entitled to be paid all charges for the hospital stoppage. Besides, so far as medical facilities are available, railways undertake medical treatment of employees of foreign railways and their families absent from their own lines. In may appear at first that the railway employee may not fancy contributing 3 per cent. of his wages towards an insurance when he is already getting many benefits, gratis, from his employer. There is the daily paid labourer—and their number is over 3,500—who is not eligible for any sick leave or wages. If apart from the medical attendance they are rendered eligible to get sick or accident benefit of a fair percentage of their daily remuneration during such period of incapacity, not to speak of other benefits, contemplated, as maternity confinement, funeral benefits, etc., they would not grudge this small percentage of salary. If necessary it may be reduced to 2 per cent. for this class.

8. Regarding finance, the Japanese Health Insurance Act requires that the condition to be borne by the insured person shall not exceed 3 per cent. of his daily wage. This, with an equal contribution by the employer and some state aid will go a considerable way to help the sick man by making provision for treatment and for sick benefits. In the railway service men drawing a salary of Rs. 15 and over contribute 8½ per cent. towards provident fund. If the benefits accruing from being a contributory to this insurance are realized by the men they would gladly spare the additional 3 per cent. of their pay.

9. I do not think that in Southern India, domestic service can be organized for purposes of this scheme.

10. The unit of administration for these schemes may be the usual revenue districts.

11. Legislation should be provincial and in charge of the minister dealing with the portfolio of public health.

## NOTE 2.

*Letter dated March, 1929, from the President, South Indian Railway Employees' Central Association, Trichinopoly, to the Commissioner for Workmen's Compensation, Madras.*

With reference to your letter, No. 18835/28, dated the 9th January, 1929, inviting me to favour you with my remarks on the proposed amendments of the Workmen's Compensation Act, Act No. VIII of 1923, I have the honour to set out my views below :—

1. The Schedule II of the Act, certain additions to the list of persons, who are included in the definition of workmen, were sought to be introduced by the Amendment Bill which was circulated for the purpose of eliciting opinions, by the Honourable Mr. McWatters, member for Industries and Labour—I had stated in my reply thereto dated 19th November, 1928, that I was in agreement with the suggested additions and alterations, namely: (a) in clause (v) of Schedule II the elimination of the condition relating to the use of steam, water, or other mechanical or electric power; (b) in clause (vii) to include persons employed in setting up, repairing, maintaining or taking down a post or standard supporting an overhead electric cable; (c) to include persons employed as an inspector, mail guard, sorter or van peon in the railway mail service.

The number of accidents that happen every day in the various industries, which do not employ a sufficient number of men to come under the definition of factories, as laid down in Indian Factories Act, 1911, is legion. The owners of such small industrial concerns are in a position to pay the compensation, but as the sections of the Act are not made operative on them, they escape paying any. These employees are not also members of any recognized trade union or even a registered association, as labour unions in this presidency are confined to certain classes and large trades. In the city of Madras, there are quite a number of places where a fairly large body of men are employed in weaving, dyeing, beedi making, motor repairing shops, godowns, etc. In the moffusil there are similar concerns besides brass works, silver ware and jewel-making, industrial institutes, etc. All these may be included in Schedule II.

Workmen employed in plantations—though the incidence of accidents is low and the majority of the men are employed in occupations, which can by no manner of means be characterized as hazardous, yet there is a minority who work in tea factories or pruning fields or in decorticating coffee, who should be relieved by making due provision for them under this Act. In view of the fact that all trades are to be eventually brought under this schedule and as it is easy to extend the provisions of this Act to organized industries, the plantations may be included.

2. Every person employing workmen should by suitable provisions introduced in the Bill, be rendered liable to pay compensation that may be due, and making this as the first charge on the employers' property, both movable and immovable.

3. Government servants who were originally entitled to pensions, payable monthly, agitated for commutation, and the Government had the rules amended. So a lump sum is preferred to the periodical moiety. To the large list of persons who are termed dependants is proposed to be added a further number, and in the case of poor paid labourers, who ordinarily have numerous dependants, this division of the moiety would work to small figures. Hence the lump sum payment may be retained.

4. The payment of a lump sum equivalent to  $2\frac{1}{2}$  years wages of the deceased workman, in a case of death of an adult workman, seems, in my opinion, to be quite an inadequate compensation, considering that the man, probably the only breadwinner in the family, in the discharge of his duties, met with his death, leaving several dependants destitute. I would suggest, on the lines of the recommendation of the Seventh International Labour Conference on minimum scales of compensation, that a periodical payment equivalent to two-thirds of the workman's annual earnings be paid to the first in the list of dependants for his or her lifetime, and in the event of death of this dependant within  $2\frac{1}{2}$  years after the first day of payment of compensation, the next surviving dependant to continue to draw on the same scale for a period of five years thereafter.

The minimum scale of compensation which results from the application of Schedule IV of the Act might be raised.

5. I have not the least hesitation in saying that there is no necessity for keeping the provision Section 3 (1), relating to waiting period any longer in the Act. Employees should receive full wages from the date of injury down to the time they

are fit enough to resume their usual avocation. This is what is done in the South Indian Railway. Some class of employees are allowed even overtime allowances that they would otherwise have earned if they had not been ill.

I do not consider the introduction of " dating back " provisions as salutary.

6. The list of those entitled to be regarded as dependants, who can claim compensation, may be enlarged by including : (a) Deceased's grand-children and brothers and sisters, if below 18 years of age or above that age, if by reason of physical or mental infirmity, they are incapable of earning, and if they are orphans or if their parents, though still living, are incapable of providing for them. (b) Widowed sisters and widowed daughters.

7. Proof of dependence and the extent to which they were actually dependant should in all cases, where there is more than one dependant, be furnished to the Commissioner. This would be necessary only in cases where no declaration was made by the employee as suggested in paragraph 14 *infra*.

8. The compensation should not vary, either with the number of dependants, or on the extent of their dependence on the deceased workman. While on the one hand it would work as a handicap to the single dependant this would give rise to many claimants springing up and providing their dependency.

9. The workman's rights should be made secure. With that object in view the principal should, *prima facie*, be liable to pay compensation. He, in his turn, should be enabled by statute to be indemnified by his contractor or sub-contractor, the party who actually engaged the services of the workman.

10. The returns as to compensation may be prescribed to be submitted every quarter, if not monthly. This would facilitate easier disposal of cases, where an employee failed to pay compensation in a case where he should have paid. A penal provision may also be embodied to act as a deterrent to recalcitrant employers.

11. Employers are prone to take shelter under the provisos to Section 3 (1) and deny their liability to pay compensation. If the scope of Section 16 is enlarged to secure the returns to include all cases of injuries " arising out of and in the course of employment " it would operate as a wholesome check on such employers, and reduce the number of cases where no compensation was paid to those that were eligible under the sections of the Act.

12. It is quite natural for a dependant of a deceased or permanently disabled employee to approach in the first instance the employer for the settlement of his or her claims. The employer should be bound to pay the compensation due through the commissioner, and not enabled to pay the amount to the dependant direct. This would avoid cases where unscrupulous employers could get receipts for the full compensation contemplated even though only a fraction of it were actually paid to a needy dependant or even a false claimant. The illiteracy and ignorance of the Indian workman ordinarily gives rise to these complications and more.

13. I fail to see why the Commissioner should not be empowered to initiate proceedings when the employer gives notice of the accident. Other officers as inspector of factories and mines, surveyors or port trust commissioners may also be empowered to lay complaints before the commissioner, where no compensation has been deposited or paid in circumstances giving rise to a claim.

14. Employers may be required to maintain a register of relatives of their workmen, and these should be open for the examination of the commissioner of labour or his representatives. The employees may, when being entertained, be asked to sign a declaration that in the event of their death, the amount that they may be eligible may be distributed among the persons nominated by them in the manner prescribed. After all, the employee is more fitted to pronounce as to who are his dependants, and in what proportion the award of compensation should benefit. This would of course fetter the discretion of the commissioner contemplated in Section 8 (1), but I think it would be more in accordance with the wishes of a dead man who may be presumed to have a better knowledge of the dependency of rival claimants. This may be done in a prescribed form and lodged with the employer. It would, however, be subject to revision, at will, by the employee. A similar procedure is adopted in the case of provident fund contributions in the South Indian Railway.

15. Commissioners should be empowered to call on employers depositing inadequate compensation in all cases to make a further deposit.

16. Laws delays in this country are notorious and desirable dependants may be starved out. A suit might be launched on the assumption that the commissioners' finding was either partial or favoured and to avail the decision of the law courts would be submitting people to needless vexation. A small percentage of the compensation payable may, however, be disbursed to such of those whose claims are not altogether the subject of dispute.

## NOTE 3.

*Letter dated 19th November, 1928, from Dr. R. V. N. Nayudu, L.M.P., President, South Indian Railway Employees' Central Association, Trichinopoly, to the Commissioner for Workmen's Compensation, Madras.*

With reference to your circular letter No. 16513/28, dated the 5th November 1928, requesting me to favour you with my views on the Workmen's Compensation Act, Amendment Bill (proposed), I have the honour to bring to your notice that in clause 2 of the Bill, in the definition "railway servant" the words "by a person fulfilling a contract with the railway administration" as now sought to be introduced would require suitable modification. In railway working several men are styled as railway contractors, and a description of a few of them are given below. Surely all these persons are not intended to be brought under the purview of the Act.

2. In railway construction, works of all kinds are done by contractors. They supply, load and unload materials, do earth work, construct masonry structures, link up rails. In open line, building works both big and small are done by them, and in sections there are contractors who all the year through carry on repairs to existing buildings and put up small additional structures. There are stationers who have also contracted for printing work, and the printing is done in railway premises. Even supplies to the general stores of the railway are let out on contract and the suppliers are contractors technically. The conveying of parcels, etc., to out-agencies by motor, boat, cart, or as head loads is done on contract. There is the Madura Co., which transports passenger's luggage, mails, handles goods at Dhanushkodi and Talaimannar. Coal is being unloaded from steamers arriving from Calcutta at Mandapam by a private contractor for the use of the railway. What about the contractor of the wooden sleepers to the various railways? Lastly, within the railway workshops contractors are engaged in installing and dismantling machinery and even for painting wagons.

If it is not the intention of the legislature to include all these persons, the terms "contract" and "contractor" ought to be defined.

4. I am in agreement with the rest of the provisions as brought out in the amending Bill.

## NOTE 4.

*Letter dated 21st November, 1928, from Dr. R. V. N. Nayudu, President, South Indian Railway Employees' Central Association, Trichinopoly at Dhanushkodi, to the Commissioner of Labour, Madras.*

With reference to your letter No. 16512/28, dated 30th ultimo, inviting the opinion of the South Indian Railway Employees' Central Association regarding the Bill, to make provision for investigation and settlement of trade disputes, and for certain other purposes, I have the honour to submit the reply of the association.

2. The association feels highly thankful to the Government of India for the Legislative measure it has brought forward, but views with great concern the very many contentious and reactionary provisions in the Bill.

3. In Section III, it is made a *sine qua non* that the local Government or the Governor General in Council should be satisfied that a trade dispute exists or is apprehended. In India, the Government itself is to a large extent the employer of labour and so in a dispute between itself and its employee it would seldom find the necessity to refer the question to a court of inquiry or a board of conciliation. It should be made an absolute rule, that the Government should be bound to make an inquiry, if the employed desire it, or, in case of private ownership of the industry, if either or both parties to the dispute request it. Or again the Government may institute one on its own initiative.

4. Section IV. The court of inquiry is, if the authority thinks fit, to consist of one person. This would evidently be a Government nominee. The position would be that a Government which employs labour had very reluctantly seemed to be satisfied of the existence of a dispute, appoints its own man to assess the grievances and sits in judgment over the report submitted by its assessor. This sort of court would seldom inspire confidence and this is not what is aimed at, "to provide a machinery within the industries themselves, with the aid of the employer, workmen and Government, to settle these disputes." This section may be suitably altered so that the court may contain a chairman and such other persons as the appointing authority thinks fit, subject to the proviso, that at least half this number shall be chosen from the class of employees interested in the dispute.

5. Under Section 2 (f) power is reserved to Government to notify at any future date, any industry as a public utility service. This is a dangerous provision and the association feels that no industry will escape the grip of Government, if it chooses. "Any railway service" would only mean the whole of the railway service, including

all classes of employees, other than officers. To declare the whole railway service as a public utility service and to apply the penal provisions under Section 15 would mean disaster. Analogy is drawn to the Indian Post Office Act. Section 50 of the Act does not apply to all persons in the service of the post office, but is limited in its application to persons employed to carry or deliver any mail bag or postal article in course of transmission by post. During the recent South Indian Railway strike, the following class of men were described as men in public utility service, viz., those engaged in (drinking) water works, power houses which supply power to water pumps, etc., even scavengers and sweepers were left out of the category. The term "industry" should be defined in the Act.

6. Section 15. The rules in force in the South Indian Railway governing the conditions of service of employees lay down that "the company reserves to itself the right to refuse or to accept less than a month's notice from any employee wishing to leave its service" and again "absence from duty without leave will render themselves liable to dismissal or forfeiture of pay or fine." But by the proposed bill they are liable to be punished with imprisonment which may extend to one month or with fine which may extend to Rs. 50 or with both. Of course the retention in service of the employee would be next to impossible. It is a legal question, whether those who entered into an agreement under certain defined conditions should submit themselves to any and every drastic rule that may be made subsequent to that date. It is stated that the Canadian Act prevents employers from making a change in the conditions of service. There ought to be some restriction in forming new rules which take away the ordinary elementary right of an employee, of leaving service without giving notice. Furthermore, the section seems to be applicable at all times, under normal conditions or during strike and even to individual cases of men belonging to public utility service, who stop away from work for any reason may be brought under the penal section. This is far too great a power to be trusted within the hands of the employer, as victimization would be the rule. It is claimed that what is aimed at by this provision is the interval of one month which would be available, either for new men to be recruited or to make other arrangements to carry on the work. If the origin of previous strikes be examined, it would be elicited that the men expressed themselves, that they would go on strike much earlier by months, than the day of strike. If the employer had the pulse of the employee under his vigilance these strikes would be foreseen a long time ahead. It has very often been the case that heads of departments, who are seldom in direct and personal touch with the men have always belittled the idea of an effective strike coming on and were blind to obvious facts. Or again they attempt conciliation at the eleventh hour and that half-heartedly, or offering terms with considerable reservations. Witness the endeavours of the agent of the South Indian Railway during the recent general strike; he telegraphed at 5 p.m. on the day during the night of which the strike was to come off, offering two out of the four main grievances to submit before the labour commissioner, Madras, on condition the strike was called off. How did he imagine that the whole lot of employees could be informed that the strike was called off within seven hours that was at the disposal of the labour union? What prevented him from submitting the other two grievances also for arbitration? Conscientious objection? Or did he feel that the labour commissioner was not likely to do him justice? In this Bill, under Section 3, the terms of reference to the court or board are to be settled by the appointing authority. That is to say, whatever is inconvenient for them will be withheld from the scrutiny of the court or board. This is a dangerous reservation of powers. All grievances that are alleged ought to be examined and judged on their merits. It should not be an executive fiat to pass a few and suppress the rest.

7. Section 19 (1) is highly mischievous and reactionary. It relates to the internal management of trade unions, and the Government can by no manner of means contemplate legislation and play the role of dictator, as to who should not be excluded from the trade unions. Admissions to, and expulsion from unions should always be left to the majority vote of the members of unions, and if men who are bound to each other by ties of union for a common object and collective bargaining do backslide and behave as cads, well they simply go out of the unions and no external authority can presume to force them in as pals thereafter. It is surprising that a Government which sends away ministers uncereceremoniously, when they lose the confidence of the council should suggest this provision.

8. These are the views of our association and as it is not likely that any further reference to us would be made of the bill before, during or subsequent to the select committee stage, and in view of the fact that there is no labour representative from Madras in the Imperial Legislative Council we would request you to kindly give this your very best consideration and convey to the authorities concerned that with the improvements suggested in the text, our association would very much like to have part of the bill passed into law and request that the other two portions may safely be dropped.



LIEUT.-COLONEL H. A. J. GIDNEY, M.L.A., J.P., F.R.S. (E.), ON BEHALF  
OF THE ANGLO-INDIAN AND DOMICILED EUROPEAN RAILWAY  
EMPLOYEES.

(Interim Memorandum.)

As the representative in the legislative assembly and the accredited leader of the Anglo-Indian and domiciled European community in India, I take this opportunity of placing certain considerations before the Royal Commission on Labour in India, as having a vital bearing on the economic position of the community employed on railways. Before I enter fully into these, however, I desire to impress upon the commission, the outstanding position which the community has occupied in the past and still occupies in this particular sphere of employment.

1. *Position on Railways.*—The total population of the community as per the 1921 Census report, is about 150,000. Of this total there are 14,204 Anglo-Indians and about 3,000 domiciled Europeans employed on railways. The following table of statistics gives the totals of the various communities employed on all Indian railways (Class I) of all grades of employees, from the official to the menial.

*Report by the Railway Board on Indian Railways for 1927-1928.*

Volume II (Appendix C).

Europeans.	Number of Servants Employed.				
	Statutory Indians.				Total.
	Hindus.	Muslims.	Anglo-Indians.	Other Classes.	
4,957	545,816	174,648	14,204	26,929	766,554

It might be said that as this total of Indians includes all types of menials, it is not a fair method of working out communal proportions. Even if we accept this, it must be remembered that a large number of Anglo-Indians are to-day employed as booking clerks, ticket collectors, crew men, guards, etc., on Indian rates, i.e., the present rates of pay and many Anglo-Indian youths are to-day being employed as English speaking agwallahs (i.e., firemen) on Indian wages; indeed, the tendency on most railways to-day, especially on new extensions, is to reduce all salaries to the present Indian rates. This is mentioned to show that there are many Anglo-Indians who, rather than face the ghastly privations of unemployment, are working to-day on Indian wages, though their standard of living is much higher.

A more accurate estimate of the actual number of Anglo-Indians employed as lower subordinates can be obtained by taking our total employed on railways, i.e., 14,204 in 1927-28, and deducting from it 3,792, which represents our total subordinates in receipt of Rs. 250 per mensem, and above, or on scales of pay rising up to Rs. 250 per mensem, and 182 which represents our total officials; the balance, 10,230 represents the number of Anglo-Indians working as lower subordinates drawing salaries from about Rs. 25 per mensem upwards, but whose salaries do not reach the maximum of Rs. 250 per mensem.

Of these 17,000 Anglo-Indian and domiciled European employees about three fourths are married and, allowing three children per family, one obtains a total of about 70,000 men, women and children—either employed or dependent on railways for their existences—in other words, about half of the domiciled community. It follows that the economic stability of the community is largely dependent on its employment in this service and its very existence is, therefore, threatened by any serious disturbance of this employment.

2. *Past History.*—It is an undisputed fact that it was with British capital that the pioneer Britisher and his offspring the early Anglo-Indian and domiciled European laid the first railway sleepers in India about 70 years ago. These pioneer workers are represented on the railways to-day by their third and fourth generations. In those early days, conditions of service were very different to what they are to-day; salaries were mere pittance; famine, smallpox, cholera, malaria and other diseases took their daily toll from among these workers who were scattered over the country, living in the jungles with no social amenities, and, at times, far removed from medical aid, which itself, was in a primitive state. They toiled on from day to day and year to year, sustained by their loyalty to their railways and the Government. Time was, not so long ago, when almost every engine driver, guard and station official was either a European or Anglo-Indian and many of them rose to the highest positions,

some becoming successful agents and general traffic managers, and in some railways about 50 per cent. of officials were promoted subordinates. The risks and privations then attaching to railway work were too great to attract the Indian. It was the domiciled community who helped to build up and develop the railway systems in India, while the Indian was content to let us do the spade work. In 1920, there were not many Indians employed on the railways, except as menials or lower subordinates. The railways, in time, became a source of steady revenue to the Government of India, and the Anglo-Indian community is entitled to claim their share in the development of the trade and commerce of the country, in this sphere at least, is one which it would be impossible to adequately assess or to lightly brush aside in any contemplated changes. Indeed, it may be truly said that the European and the domiciled communities have made the Indian railways what they are to-day.

That in the past we have enjoyed a favourable percentage of certain appointments and even to-day, hold a fair number of posts, especially in the upper subordinate grades, is due, in the first place, to the fact that, till quite recently, there was no competition, and, secondly, to the continuity of our service and greater trustworthiness and loyalty to our employers. As a result of continuous and more or less hereditary employment the Anglo-Indian community became an integral part of Indian railways and our economic welfare was closely welded with the prosperity of the railways. While so employed, we served with the old volunteer force and during the Great War, with the Indian Defence Force, and in course of time compulsory enlistment into the Indian Auxiliary Force became a rigid condition of Anglo-Indian and domiciled European employment on all railways. To-day, the Railway Battalions form the backbone of the Auxiliary Force, and are frequently called out to protect railway property in times of strikes and other disturbances, thus playing an important part in the internal defence of India.

*Dependence on the Community.*—It cannot be denied that Government and the railway administration have always relied on the community whenever a strike has occurred on any railway, as amply evidenced by the 1923 and 1928 East Indian Railway strikes, the two strikes on the Bengal Nagpur Railway in 1927, the 1920 and 1925 North-Western Railway strikes, the South Indian Railway strike in 1927-28, etc., and had it not been for our loyal co-operation during these crises, there is no doubt that the railway administration in India would have been paralysed and incurred a considerable loss in revenue. In support of my contention, I quote from a letter addressed to me as the president of the Anglo-Indian and Domiciled European Association, All India and Burma, by the agent of the Bengal Nagpur Railway, dated the 1st December, 1927, freely acknowledging the help the community has rendered to the railways in India :—" I wish to convey to you personally, my thanks for the valuable assistance you have rendered, not only to the Bengal Nagpur Railway, but other Railways in India in the crisis caused by the discharge of surplus staff in the Khargpur workshops."

*Danger of Dislocation.*—While, however, the community has thus played so prominent a part in the development of the railways and the trade and the industries in India, its identification with a particular service and over-specialization in railway work, though it has increased its aptitude for this special work, has, unfortunately, made a large section of it ill-fitted for other employment and entirely dependent on railway service, so that any displacement would inevitably lead to their undoing. That this has been recognised by Government is clear from the pronouncements which have repeatedly been made by their official spokesman in the Legislative Assembly. Only in March, 1928, the Honourable Sir George Rainy, Commerce member, in the course of the Railway Budget debates remarked :—" The point I want to make plain, if I can, is this. There are certain things that we cannot do. For one thing, we could not, I think my friend, Sir Charles Innes said so before, oust Anglo-Indians from the appointments the individuals actually hold in order to replace them by Indians. There is also another aspect of the case to which I think it is necessary to refer here. When, as a matter of history, members of a particular community have held a very large number of appointments of a particular class, inevitably the whole economic organization of the community becomes involved with that fact. That is a point that the Government of India cannot possibly ignore and to take measures which would summarily involve a sudden violent dislocation of the economic existence of an important community, would clearly be a matter in which the Government of India ought to proceed very cautiously. I want to give that warning."

*Standardisation of Wages and Apprehension.*—In these circumstances, it is not surprising that we view with apprehension and alarm the recent standardization of wages at a level which will seriously affect the position of the community on the railways. There has been a definite declaration of policy on State railways in this direction, and while such a step may be necessary in the interests of political equity, I feel it my duty, as the spokesman of a community whose very existence is intimately bound up with railway policy, to stress the economic considerations which have so vital a bearing on the Anglo-Indian situation.

*Standard of Living.*—It has hitherto been recognized that the standard of living of the Anglo-Indian approximates to that of the European (almost indeed to the point of identity) rather than to that of the Indian. If it is the serious intention of the Government to bring the Indian into line by raising his standard of living (which is a very desirable end) this can best be done by raising his present minimum wage. Any attempt to bring the Anglo-Indian wage down to the level of the Indian minimum would obviously result in completely disinheriting the community and driving it into the ranks of the unemployed, especially at a time when all other avenues of Government employment are being closed to it.

*Difficulties involved.*—While I appreciate the administrative difficulties involved in maintaining distinctions of a more or less communal nature under the new regime, I feel bound to lay all the emphasis in my power on the need for protecting the fundamental right of the community to a minimum wage in conformity with its standard of living and habits and customs which have always been British in character.

*Levelling up.*—A more equitable solution than a levelling down would be a levelling up of wages. Indeed a levelling down to the present minimum wage of Rs. 33 or less per mensem, as obtains on some state railways, is a cruel hardship, and, if persisted in, will entail widespread distress and result in an economic upheaval which the community will not be able to endure.

*North-Western Railway.*—I may be permitted here to instance the present new standard of wages offered to ticket collectors on the North-Western Railway, including Anglo-Indians and domiciled Europeans. These are—

(Initial salary)	Rs. 33—3—60	per mensem
	Rs. 66—4—90	" "
	Rs. 105—5—150	" "
	Rs. 150—10—190	" "

It should be noted that it will take a man 27 years' continuous service to reach the grade of Rs. 150, and it will require 31 years' service to reach the maximum of Rs. 190; but, before that time the majority of these men will have been superannuated, i.e., on attaining the age of 55 years. It must also be remembered that from this initial salary of Rs. 33, certain compulsory railway deductions are made which are as follows :—

	Rs.	a.
House rent .. .. .	3	8
*Hire of electric fan .. .. .	1	0
*Current per mensem .. .. .	5	0
Provident fund .. .. .	3	0
Institute subscriptions .. .. .	1	0
Total .. .. .	Rs. 13	8

leaving a balance of Rs. 19-8 annas on which the employee must subsist, dress respectably and obtain a few amenities of life—an impossibility—the more so if he is married and has a family. A railway porter and even a domestic sweeper is in receipt of a higher wage. Another illustration is the new rates of pay for guards on the North-Western Railway. They are engaged on an initial pay of Rs. 40, with mileage and other allowances amounting, in all, to an additional Rs. 25 per mensem. Take from this his compulsory deductions and he is left with about Rs. 40 per mensem, on which he has to suitably maintain himself and family and educate his children. I submit that no Indian guard could live respectably on such a pittance.

*East Indian Railway—Minimum Wages.*—The East Indian Railway has issued its revised rates of pay to take effect from 1st November, 1928. Firemen are being engaged on the III grade on an initial salary of Rs. 15 to Rs. 16 per mensem, II grade on Rs. 17 to Rs. 18 per mensem and I grade on Rs. 40 to Rs. 45/45 to Rs. 50/50 per mensem. The former scale of the I grade was Rs. 80 to Rs. 120 per mensem. so the new scale involves a drop of 100 per cent. in the initial and Rs. 125 in the maximum pay of this grade. A somewhat similar percentage of reduction is made in the salaries of drivers and station masters.

A ticket collector of the III class receives an initial pay of Rs. 28-2-50; that of II class Rs. 55-3-67; and I class Rs. 70-5-100 per mensem, which is a considerable reduction on the former rates. The plight of the relieving ticket collector is much worse for his initial pay has been reduced to Rs. 28-1-32, and the position of guards is almost as bad. When the railway compulsory deductions are made from a III class ticket collector, he is left with a mere pittance on which to exist. This wholesale reduction in wages which may effect economy, but, at the expense of efficiency,

\* Optional but necessary during summer months.

may satisfy some Indians, which I much doubt ; it may even result in larger numbers of Indians joining the railways, but it will certainly exterminate the Anglo-Indian and domiciled European as also the European subordinate from railway employment. Indeed it amounts to an invitation to us to get out.

In this connection, it would be illuminating if the commission would ascertain whether with this wholesale reduction in wages of the subordinate railway staffs from the locomotive foreman and station superintendent down to the fireman and ticket collector, any effort is being made to effect similar economy in the wages of officials. If not, it is correct to assume, perhaps, that it is by means of this retrenchment in the subordinates salaries that officials will be able to retain their present high rates of wages ? This could easily be ascertained by calling for information and comparing the total salaries of the officials on each railway with the total cost of the subordinate staff, excluding menials, and a similar comparison might be made in respect of the railway board.

4. *Anglo-Indian Minimum Living Wage.*—I note that even the Indian subordinate employees are able to make out, from their standard of living, a case for a minimum wage of Rs. 65-8 annas. The Anglo-Indian with his higher standard of living, would necessarily require a somewhat higher salary, and I would suggest Rs. 75 as a reasonable starting pay for a subordinate employee on the railway to enable him, with the present day enhanced cost of living, to obtain the bare necessities of life. I give below a statement of expenses on the basis of these :—

Minimum monthly cost of living of an Anglo-Indian and domiciled European living alone :—

*Food—*

<i>Details—</i>	Rs. a.
(a) Chota Hazree—one cup of tea and two slices of bread and butter.	0 2
(b) Breakfast, one plate of curry and rice (Railway running room charges).	0 8
(c) Afternoon cup of tea and two slices of bread and butter.	0 2
(d) Dinner, one plate of curry and rice .. ..	0 8
	<hr/>
	Rs. 1 4 per diem.
	<hr/>
	Rs. a.
*(1) Total cost of food per month at the above rate	37 8
** (2) Clothes of all kinds (winter and summer) ..	12 0
(3) Dhoby .. ..	3 0
(4) Sweeper .. ..	2 0
(5) Soap and other domestic needs .. ..	5 0
(6) Boots and shoes, etc. .. ..	2 0
*** (7) Compulsory railway deductions as detailed in memorandum.	13 8
Total .. ..	<hr/>
	Rs. 75 0

\* This might be reduced to Rs. 30 p.m. if the lad lives with his parents or in a chummary.

\*\*\* He will not require a fan during the winter months, but this saving of Rs. 2-8 annas per mensem for six months will be used for fuel for fires.

*\*\* Details of Minimum Clothing Requirements per Annum :—*

	Rs. a.
Suits (summer) .. ..	40 0
Suit (winter) .. ..	30 0
Shirts .. ..	20 0
Socks .. ..	8 0
Repairs to clothing, boots, etc. ..	2 8
Sun topee .. ..	2 8
Handkerchiefs .. ..	3 0
Underlinen .. ..	10 0
Evening hat .. ..	4 0
Bed linen and blankets .. ..	15 0
Miscellaneous .. ..	10 0
Total	<hr/>
	Rs. 145 0 or Rs. 12 per month.

In the N.W., E.I., A.B., and Hill Railways, on account of the seasonal variations of climate and constant exposure on duty, it is essentially necessary to possess suitable clothing such as warm undershirts, jersey, socks, etc. No provision is made for these articles of clothing in this estimate. Railways provide some employees with two summer uniforms per annum and one winter uniform every alternate year.

The N.W.R. Workshop Apprentices' Home for Anglo-Indians and domiciled Europeans at Lahore (I do not refer to the Lahore MacLagan Engineering College Hostel which is a purely Indian institution) which is under official control and where food is purchased and cooked in bulk, allows Rs. 30 per mensem per apprentice for food only. This supports the estimate I have submitted. How can a young growing ticket collector of any community much less an Anglo-Indian and domiciled European who has been reared on a European diet keep body and soul together on a pay of Rs. 33 without serious injury to his health?

It may be argued that as some of the young men live with their parents (though all are subject to transfer) this estimate is high. I am prepared to admit that a lad can live a little cheaper with his parents or in a chummary, but, a servant is engaged on the railway for his personal services and his worth is assessed and he is given a salary which is not based on the financial aid his parents may be able to afford him, but, to enable him to live decently under all circumstances.

*Minimum Wage.*—Of course it may be contended that the State has every right to fix a common minimum wage which it considers sufficient to attract employees to a particular service and to insist on such a wage on the ground that there is no dearth in the numbers of applicants, and if Anglo-Indians are not able to maintain themselves on the minimum wage offered, they are at liberty to seek employment elsewhere.

*A Suggestion.*—As there can be no doubt that there does exist a difference in the standard of living between an Indian and an Anglo-Indian or domiciled European—indeed even between the various Indian communities—e.g., it costs a meat-eating Muslim more for his food than a vegetarian Hindu, I beg to make the following suggestion which I believe to be both reasonable and practicable. The Government or the labour commission ascertain the minimum cost of living of an educated Indian and Anglo-Indian railway employee in the various Provinces and strike an average.

For argument's sake, if the Indian's minimum cost of living is Rs. 20 p.m. and the Anglo-Indian's Rs. 35; take this as the rock on which to stipulate an initial basic pay for all employees and which will work out:—Indian, Rs. 20, plus, say, Rs. 30 basic pay, i.e., Rs. 50; and Anglo-Indian and European, Rs. 35, plus Rs. 30 basic pay, i.e., Rs. 65—this basic pay to apply alike to all Indians, Anglo-Indians and Europeans with uniform increments to a top knotch pay of, say, Rs. 200 per mensem. After this no account of minimum cost of living to be considered and any pay over Rs. 200 per mensem to be equal for all communities with no racial difference. This scheme accepts a differential minimum cost of living but a uniform basic pay. In support of this suggestion and as a parallel I quote the British soldier versus the Indian soldier, both doing the same duty, but the difference in pay is due to the difference in standard of living, i.e., diet charges; but, once the Indian becomes a Kings commissioned officer both salaries are equalized.

*Equal Duties, Equal Pay.*—While I readily admit the correctness of the principle that equal duties should receive equal remuneration I submit that the difference in the standards of living which exist between different communities to-day is a factor that cannot be overlooked and that it must be recognized in the interests of all communities.

*Derailment of the Community.*—The lowering of the minimum wage below the point at which Anglo-Indians can maintain themselves is bound to result in the displacement of the community from the service, as far as new entrants are concerned, and I venture to submit that such a displacement would deal a double blow, for, not only would the community suffer by being deprived of the only employment for which the bulk of them are fitted, but the railways too would suffer (and indirectly the country) by being deprived of the efficient service of a body of men who have developed a special aptitude and capacity for their jobs.

*Military Value.*—Furthermore, I desire to point out that the services of the Anglo-Indian community cannot wantonly be dispensed with on the railways for another reason, which is, that they are at present utilized, as mentioned above, for the internal defence of the country and are recruited in large numbers into the railway battalions of the auxiliary force. It will, therefore, be seen that, quite apart from the past services of the community which entitle them to special consideration, there are cogent economic and political reasons for not maintaining a policy which will result in the eventual elimination of the community from the railways by the enforcement of an impossible minimum living wage.

I shall now refer to a few of the major points in connection with railway administration in India.

5. *European Education on Railways.*—The future of the domiciled community is mainly dependent on the improvement of its general standard of education and any measure which obstructs or retards this object is to be deprecated. Therefore, while I appreciate the principle underlying the recent scheme of assistance to railwaymen for the education of their children which has been introduced on State railways and fully concur in the policy which underlies the scheme to afford equal facilities to all railway employees irrespective of race, I submit that the scheme will seriously prejudice members of the domiciled community employed on railways. I need hardly point out that the movement that is afoot at the present time of standardizing the wage of railway employees by the process of levelling down will accentuate our present difficulties. I furnish in Appendix A a copy of a letter addressed by the general secretary of the Anglo-Indian and Domiciled European Association, All India and Burma, to the railway board on this subject (together with its enclosures) which expresses the views of the members of the domiciled community employed on railways in respect of the very important question of education, with particular reference to the new educational scheme.

6. *Geneva and Washington Conventions.*—I understand this matter is under enquiry by the railway board and the various railway administrations and that a Bill to amend the Indian Railways Act is under the consideration of a select committee of the Indian Legislature. I readily concede that such conventions can be profitably applied to the clerical and other sections of the railway departments, but with regard to the running staff, which is at present excluded, a considerable difference of opinion exists. The loco. men, i.e., the drivers and firemen, as a class, view their adoption with disfavour, while the traffic staff—guards, etc., welcome it. This conflict of opinion is no doubt due to the different systems prevailing in these two branches on which mileage and overtime are calculated. Apart from these considerations of emoluments which themselves require a careful examination so as to bring these two branches under equal conditions, I submit that the subject should be considered mainly from the humanitarian point of view with special reference to (a) health of the employee; (2) safety of the public and (3) "disability cases," the result of overwork and under rest, which constitutes one of the most serious grievances of the running staff and calls for an exhaustive enquiry from the men themselves.

As this question so closely concerns railway employees I submit that, before any decision is arrived at, the railway board should obtain the opinions of the various unions and associations, to whom a reference should be made. Indeed, I would suggest that in all future railway matters in which the interests of the employees are concerned, the railway board should endeavour to obtain the voice of the workers, for, in my opinion, nothing will more effectively help to dispel the present feeling of unrest and mistrust than frequent informal consultations between the railway board and railway agents and the various recognized railway unions and associations.

7. *Service Bond.*—I am in the fullest agreement with the principle that in all business concerns the employer must possess the power (as embodied in the railway service bond) of discharging an inefficient employee. No railway employee, I am convinced would desire to put restrictions on the exercise of this power on the part of his officials if he were sure it would be used with justice and discretion and not capriciously as is, at times, done to-day. If paragraph 2 of the Railway Service Bond were properly operated against inefficient workers, there would be no cause of complaint. Unfortunately, however, in not a few cases, this power, which the service bond confers on officials has been misused to effect the discharge of an employee without full enquiry as would be necessary if he were dismissed. The danger and injustice of the bond exist mainly in the fact that it empowers young and inexperienced officials to discharge an employee with many years' service without the necessity for an enquiry into the case. For this reason it is but right and fair that the service bond should be modified in this respect, and these arbitrary powers, which are liable to be abused, restricted.

I would suggest that if the service bond is amended, an employee who has been in the service for over five years (and thus proved his fitness for his particular occupation) be not discharged (except when the offence is a very serious one, necessitating immediate dismissal) till he has been warned more than once, and given the fullest opportunity to reform. The interests of justice would be better served if such an employee were first transferred to another station, thereby giving him an opportunity to prove his worth under another official. In the case of a subordinate with 10 years' service, his discharge under the terms of the service bond should be made even more difficult; in fact, the bond should be very sparingly used, and even then only after a full enquiry has been held, at which the employee has been given the fullest opportunity to defend himself, and the evidence recorded.

Summary justice may be necessary in the army, but it is altogether unnecessary on the railways, and should be replaced by the human touch. In short, I would welcome a return to the "Ma Bap" days, where strikes were unknown and a spirit of

*bon camaraderie* and mutual trust characterized the relation between the official and subordinate. If this were established, the service bond would hold no fears for the employee, and all unrest and discontent would quickly disappear.

8. *Discharge Certificate*.—I do not propose to suggest that it is a general rule for railway officials to capriciously enter adverse remarks on the discharge certificates of employees discharged for the commission of offences. On the contrary, most officials are content to discharge the guilty employee, and to provide him with a certificate which will not prejudice his chances of obtaining other employment. Nevertheless, it frequently happens that a person is discharged from a railway and granted a certificate which makes it practically impossible for him to obtain service elsewhere. In the case of a man who has been for 8 or 10 years in railway employment, this penalty is particularly severe, as he is invariably unfitted for any other class of work, and no other railway will engage him. There are few crimes which merit a punishment which will blast a man's entire life, and yet this has been inflicted on many railway employees for offences of a comparatively minor nature. Even in the case of an employee discharged for a serious crime, there is always the possibility of reformation and, indeed, the punishment of discharge in itself frequently has a salutary effect, and the employee invariably reforms and, if given an opportunity, makes good. A bad discharge certificate, however, closes the door of employment and reform to such men, and they and their families suffer for years perhaps for one offence. The frequency or infrequency of its infliction is not the point to be considered, but the fact that so severe a penalty is possible under present conditions makes it necessary to provide ample safeguards if the present practice of granting discharge certificates is to be continued.

I, therefore, propose for the consideration of the Commission that it is desirable that the power to issue discharge certificates should be restricted to the divisional head of the department, and that no adverse remarks be permitted on a discharge certificate, except with the approval of the agent of the railway, and then only after a proper enquiry in which the man is given the fullest opportunity to defend himself. Nor will this safeguard be sufficient unless confidential or other correspondence between railways (such as takes place to-day) in regard to the past record of an employee's service is prohibited under a severe penalty.

9. *Access of Employees to Officials*.—I regret to state that employees, at times, are not granted free access to officials in cases of necessity. For instance, it is a common complaint among railway workers that many junior officers and some senior officers discourage and even refuse interviews between subordinates and heads of departments; this treatment being meted out even in the case of appeals submitted by subordinates to divisional heads against orders of punishment inflicted by junior railway officials.

Most junior officials, I admit, do treat their subordinates with equity and justice, but the suppression of even a single appeal constitutes a serious grievance; and the fact that junior railway officials do have the power to deny their subordinates the fundamental personal right of representation and appeal, forms one of the most serious points of complaint among railway servants. I believe that, if subordinates were granted easy access to heads of departments—I do not refer to appeals and representations on trivial matters—half of the men's grievances would immediately disappear. Such disabilities in respect of appeals do not exist in any other department of Government, and it is unfair to allow conditions to continue which conflict with a fundamental right of all Government servants, and reflect discredit on the railway administration in India.

10. *Grievances Committee*.—The need for such committees has been repeatedly represented in the Legislative Assembly, but without avail. That the need exists is evidenced by the numerous memoranda presented to the Commission as also by the large number of railway strikes which have occurred during the past decade. I emphatically assert that had such a committee been formed on each railway, the need for including railways in the Trade Disputes Bill would not have arisen, and there would have been fewer strikes.

That grievances of railway employees do exist in plenty cannot be denied; this, in my opinion, is largely due to the absence of sympathy and personal touch between officials and workers, as also of adequate machinery on railways for the consideration of individual grievances. It is for this reason that I would suggest as a remedy: (a) the formation of a separate department in the railway board to deal with the major grievances of railwaymen, and on each railway a separate grievance department to deal with minor grievances or, as an alternative: (b) the appointment of committees based on the Whitley Councils which are operating so successfully in England. In this connection I might add that I do not favour welfare committees or labour bureaux, as these are too closely connected with officials, and have not the confidence of the employees. The inclusion of conciliation boards in the Trade Disputes Bill has a nominal value only, for the Bill has never been operated since its passage.

11. *Relationship between Officials and Men.*—It is my considered opinion that the present relationship between officials and employees compares very unfavourably with the close and friendly relationship which existed between them even a decade ago. I attribute this unhappy condition to the introduction of the divisional system.

I believe this system has imposed so much routine work on officials that they have little time to cultivate a closer relationship with their subordinates, and it is not infrequently the case that an official and his staff are comparative strangers to each other. That a closer relationship between officers and staff is essential to the efficient and harmonious working of railways was openly admitted by Mr. Pearce, agent of the Eastern Bengal Railway, in his speech at the Railway Agents' Conference in 1928. I submit that the cultivation of a proper relationship with his subordinates should form the most important and essential part of an official's duties, for in this way alone can he remove the feeling of estrangement and mistrust, bordering on hostility, which obtains at present.

12. *Government Servants Conduct Rules.*—I desire to draw the attention of Government to the fact that although a railway employee, if he is qualified, has the right to use his vote in all elections, and so is able to elect his own particular member, yet he is proscribed under the Government Servants' Conduct Rules from presenting any matter (I exclude official confidential matters) to this or any other member of the legislatures. It was precisely to effect this that the railway board circulated all agents in their letter No. 876E-22, dated the 20th June, 1922; but I submit that this restriction renders the value of the vote entirely nugatory, and urge that the prohibition be forthwith removed.

13. *Confidential Reports and Demi-official Letters.*—I submit that the practice of entering unfavourable confidential remarks on the service sheet of any railway employee without informing him of the nature of such remarks, and granting him the opportunity to defend himself is one that cannot be too strongly condemned. I am aware that, under a recent Railway Board order, in the case of an unfavourable report on a railway official, he is required to be shown the report and given the opportunity of improvement before being adversely reported on. This is a matter of elementary justice, and there is no substantial reason why subordinates should be denied equal privileges.

It is also not unusual when a subordinate is transferred from one station to another, as a result of some fault, for a demi-official confidential letter to be sent by the officer in the station which the subordinate is leaving, to the official in the station to which he is transferred, prejudicing the future prospects of the subordinates and denying him fair and unbiased treatment in his new station. This practice should be stopped forthwith, and the employee given the opportunity of proving his worth unhampered by the back-door influence of any prejudiced official.

14. *Fines and Stoppages.*—The system of fining employees finds no place in Western railways, nor is it practised in any other Government of India service; it is therefore difficult to justify the prominent part it plays in the administration of Indian railways. I appreciate the fact that it is not so frequently and severely practised to-day, but I submit it is wrong in principle, for no man should be deprived of his earnings unless he wilfully causes a loss to his employer. I also realize that if the practice of fines were stopped the men would likely receive severer punishments in the shape of reductions or suspensions, and it is for this reason that some employees would prefer the system of imposing fines to continue as a lesser evil. It is not the imposition of a fine—as a fine—that is so bitterly resented by the staff, but the promiscuous manner in which this punishment is inflicted, being at times quite out of proportion with the offence committed. Moreover, many fines are inflicted without any enquiry being held and the sufferer has no voice in the matter. If he does object he is considered insubordinate, and at times threatened with severer punishment. The men complain that the junior official is the chief offender, and that some of them use this form of punishment to satisfy their personal feelings against a man with whom they are displeased. If fines are considered a necessity—which I cannot admit—no one below the head of a department should be empowered to impose it, and the man against whom it is to be inflicted should be given ample opportunity to defend himself.

In my opinion punishment by fines should be abolished and substituted by the application of—(a) the system in vogue on the Burma railways of giving every subordinate 18 good conduct marks, which are forfeited for certain offences and restored for good work; or (b) the merit and demerit system of punishment as obtains on the Assam-Bengal Railway.

15. *Eyesight and Glasses.*—I speak on this subject as a recognized ophthalmic surgeon with an experience in India of over 35 years.



For appointments on Indian railways as guards, engine drivers, firemen, signalmen, pointsmen, etc., a candidate is disqualified unless he has normal or 6/6 vision in each eye, and normal colour vision. This is undoubtedly necessary, and I have nothing to say against it, but I regret to state that the methods of visual examination are not properly carried out by railway medical officers, who often entrust this important duty to their subordinates. My complaint is that at some railway hospitals the distance of 20 feet, or six metres, is not correctly measured, and at times a candidate is examined at a distance more than 20 feet. In some places candidates are examined in an open verandah, exposed to the full glare of the sun, which places them at a distinct disadvantage. In other places the examination is carried out in a room that is not sufficiently illuminated, which also handicaps the candidate. To examine candidates under such varying climatic conditions as bright sunlight or a cloudy day is to negative the value of the test. I would therefore suggest that the distance of 20 feet be permanently measured out, and that artificial illumination of the test dots or test types be introduced in all hospitals. This is the only method of obtaining a uniform and proper illumination, and is the practice resorted to in all ophthalmic hospitals.

*Colour Vision.*—Testing of colour vision is by no means a simple matter. It demands a good deal of experience as well as knowledge of colour blindness, and of the eye itself to apply the tests in a satisfactory manner. It is advisable, therefore, that this examination be not entrusted to the general practitioner (district medical officer) unless he has undergone a special training in the subject. It has been my painful experience to professionally disagree on many railway cases possessing normal vision, who have been rejected as colour blind. The tests applied to-day are ante-diluvian. It will surprise the Commission to know that, except in a few railway stations, Holmgren's coloured wool tests are commonly used for testing colour vision, a test that has been universally admitted to be inadequate, with the result that many normal colour visioned recruits are rejected. The London Board of Trade has rejected this test.

I would advise the immediate discontinuance of this test, and its replacement by the Edridge Green classification test and lantern test (together with the distant coloured lamp test) and that all railway district medical officers be instructed to undergo a course of training in these tests.

*Use of Glasses.*—There is no uniformity on railways as to the age at which the use of glasses is permitted. Some railways allow glasses to be worn at 40 years; others at 45, while the N.W. Railway has, I understand, issued an order that all its servants who entered the service after 1915 were to be denied the use of glasses, irrespective of their age, which, in my opinion, is wholly wrong and contrary to the prevailing practice on all railways. I believe an employee's age for this purpose is determined from the age given by him on the date of enlistment into the service. While this operates satisfactorily with most workers there is a class of employees, mainly the senior Indian engine drivers, who were unaware of their correct age, and whose ages were entered in the records (as was the custom in former years) by clerks in the offices, the result being that some of these men were given a younger age and are to-day, though really over 45 years, refused the use of glasses, and are unfitted for further service. I have brought many such cases to the notice of the East Indian Railway, but with no effect.

Another point is that it is wholly wrong to fix the age at which glasses are allowed to be worn by railway employees in India on European standards of vision. According to European standards a man becomes presbyopic or long sighted, and needs the use of glasses at the age of 45. My experience, after a careful analysis of many cases, is that the presbyopic age in India, when glasses are needed, is 38 to 40 years—due, no doubt, to climatic influences and the exposure of railwaymen to the direct rays of the sun, particularly in summer. If the age of 45 is insisted on, as in some railways, it will act very unfairly on railway employees by depriving them of their livelihood.

There is another class of cases to which I feel I must refer. I allude to those younger employees who entered railway service with normal vision in both eyes, and who have been repeatedly tested, as is the custom, and found to possess normal vision, but who are subsequently found to be visually defective at ages varying from 25 to 40 and are, therefore, pronounced unfit for further service and discharged. It cannot be denied that employees, such as guards, drivers and firemen, from the nature of their duties, are exposed not only to the injurious effects of the ultra-violet rays of the sun, but to particles of coal and dust entering their eyes, which sometimes cause defective vision. It also cannot be denied that this is directly attributable to their vocations and on this view it is a point to be seriously considered whether the benefits of the Workmen's Compensation Act can be reasonably claimed by them, if, for this cause, they have been rejected as unfit for further employment—in other words, the liability is on the part of the employer. I have known many young railway employees who entered railway service with normal vision, but who developed slight corneal opacities

due to the daily irritation of sand and coal dust, resulting in defective vision for which they have been discharged. The question is: is it right to discharge these men or should exceptions be made in such cases with regard to the restriction about wearing glasses? Or failing that, is it not obligatory on the part of the railway to provide them with other occupations where normal vision is not demanded, and on the same salaries as they enjoyed when they were pronounced unfit. I consider that these men have both a legal and a moral claim on the railway.

I, therefore, submit, with all respect to the medical administration of Indian railways, that the time has come for this question to be carefully re-examined and, as a thorough knowledge of ophthalmology is so important, that district medical officers be periodically deputed to attend the various presidency ophthalmic hospitals for refresher courses.

**16. Leave Rules.**—The duties performed by railway employees are necessarily of an onerous, exacting and exhausting character, and react injuriously on the health of employees. Liberal leave conditions should, therefore, be provided for this class of workers. It is also observed that racial discrimination obtains under the existing railway leave rules, and I therefore submit (a) that all such racial discrimination should be abolished; (b) that leave rules for railway employees should be reframed on a more liberal basis for the reasons cited above; (c) that, in removing racial discrimination from the leave rules, the adjustment should be by a process of levelling up and not of levelling down, and (d) that an adequate leave reserve should be provided in every department, without which the value of any leave rules is negated.

As many employees are ignorant of their privileges under leave rules, and so do not avail themselves of leave due to them, I suggest that a condensed pamphlet, embodying the essential leave rules, be distributed gratis to all railway employees and new entrants. (Similar pamphlets relating to work and overtime rules should also be issued to the loco. and traffic staffs.)

**17. Technical Training in India.**—There exist in this country a large number of railway technical training schools and workshops where subordinates are given technical training required for their particular appointments. This is as it should be, but the complaint of railwaymen is that heads of departments do not take full advantage of this training, and the practice of importing covenanted labour still continues, though in a lesser degree than formerly. I agree that the importation of skilled mechanics is necessary for the erection of modern machinery, and the training of mechanics in India to work such machinery, but such appointments should be on a temporary basis only as obtains in the railway engineering service, and should not be continued after the training is completed, when the necessity for these imported hands ceases to exist. Unfortunately the present practice is to absorb these imported employees on to the permanent cadre, thereby blocking, for many years, the promotion of local men on the same cadre. I look upon this practice as a grave injustice to the Indian and Anglo-Indian skilled workmen. . .

As a result of the existing practice of bringing imported labour on to the permanent establishment of railways, Europeans hold an almost complete monopoly of appointments in railway workshops as foremen and assistant foremen, and many fully qualified Indians and Anglo-Indians are shut out from these appointments. This constitutes a most serious grievance among Anglo-Indian and domiciled European railway employees.

In the Moghulpura workshops, for instance, out of 33 foremen only three are Anglo-Indians, and one an Indian, and out of the 19 assistant foremen three are Anglo-Indians confirmed in their posts and two are officiating, the remainder of the appointments being held by Europeans. I understand that almost similar conditions exist in other workshops in India, such as the B. B. & C. I. Railway workshops in Ajmer, etc.

I would submit that after 40 years of training by covenanted men, it is high time that the local trained workshop men were competent to hold these appointments. If not, it is a sad commentary on the training given by the covenanted mechanics in these workshops.

The railway board should provide institutions in India which will train officials, both power and transportation, to eventually obviate the necessity of importing men trained in England for appointments on Indian railways. Until this is done and adequate training provided in this country, I suggest that a liberal grant of scholarships be given to enable railway servants to proceed to England to qualify for such appointments.

**18. Promotion of Subordinates to Official Grades.**—According to the recommendations of the Central Railway Advisory Committee in 1926, 20 per cent. of the appointments in the official grade are to be made by promotions from the subordinate service. I am not in a position to say if that has been strictly followed in the past, but an examination of the majority of subordinates who have been promoted to the official

cadre will show that these appointments are of the "officiating" character, and in some cases the officiating period is extended over a long time, even as much as 10 or 12 years without confirmation being made. Such promoted subordinates perform equal duties with the covenanted officials, and yet are in receipt of much lower salaries. Nevertheless, they are expected to maintain their social position as officials, which is quite impossible on the small salaries they receive. This system of retaining officiating appointments over a prolonged period has nothing to commend it, and is tantamount to dishonest economy. It is opposed to every canon of justice and equity to give a promoted subordinate, who does exactly the same work, less pay than an official recruited in England simply because he has an Indian domicile. An examination of railway subordinates acting as officials on much lower salaries than the posts carry will show the very large extent to which this invidious system of economy is being practised on railways. I, therefore, respectfully urge that all subordinates, provided their services are satisfactory, should be confirmed in the grade not later than after three years of officiating service, and I do not qualify this recommendation, though I appreciate the difficulty of its universal application. This constitutes one of the most serious grievances of the railway subordinate employee.

**19. Indebtedness of Railway Staff.**—It is an admitted fact that the majority of railway subordinates are in debt either to "Kabulis" or other moneylenders. While in many cases this may be due to improvidence and extravagant living, in a large number of cases it can be traced to causes which are uncontrollable, but readily remediable. For instance, if employees on railways received their monthly salaries early in the month and on a fixed date, many who are driven by the late payment of their salaries to borrow money at exorbitant rates of interest, would be able to live within their means.

The ease with which moneylenders can obtain decrees against such debtors puts a premium on the practice of lending money to railway subordinates, and this, with the extortionate rates of interest paid to moneylenders, can be effectively stopped if the Government of India were to permit these employees to appeal to any Court under the Pauper's Act, for the cessation of interest on a loan when, in the opinion of the trying magistrate, the amount of interest already paid is adequate compensation to the moneylender, and the repayment of the principal in suitable instalments as ordered by the magistrate, after allowing a reasonable amount for the maintenance of the appellant and his family.

**Co-operative Loan Societies.**—Provision should, however, be made for those genuine cases of sudden necessity which arise from the accidents of life such as illness, expenses in connection with the education of children and similar causes, which, at present, drive many employees into the hands of moneylenders. This could be prevented by the conditions governing loans from co-operative loan societies being made more liberal, both in respect of obtaining advances of money, and the amount of the loans these societies grant.

**Insurance of Lives.**—I am of opinion that thrift is not sufficiently encouraged, and that improvidence is, at times, too severely dealt with among railway employees. To correct this I would suggest that all such employees be allowed to insure their lives, and to pay the premiums from their accumulated provident fund. This would be a great advantage, particularly to a junior employee who has not much accumulated in the provident fund, and who can by this means provide for his family against his early death. I would point out that this practice is permitted under the General Provident Fund Rules which apply to all Government servants other than the railways and certain superior services.

A suggestion which I offer for what it is worth is that the quickest and most effective way to at once combat this moneylending or "Kabuli" evil (which I consider to be the curse of the railway employee) is for the railway authorities to take over and pay off all the debts of those of its employees who have sufficient provident fund to their credit, on the security of such fund; and for such employees also to insure their lives, the policy to be made in favour of the railway. The one condition to be strictly enforced being that if, after an employee has been thus relieved of his debts he again falls into debt, drastic action be taken against him.

**Sickness Insurance.**—I would also strongly recommend that railway employees be encouraged, in the same way, to insure against sickness. This would be of special benefit to those employees whose salaries are considerably reduced on enforced sick leave when the need for medicine and skilled treatment arises.

**20.—Superannuation.**—There is considerable feeling against the rigid application of superannuation at the age of 55, as there are many subordinates who are physically fit and certified as such by their medical officers, but are refused any extension of service after attaining the age of 55. I have myself seen scores of engine drivers and guards of 55 years of age who would pass a first class insurance test, but, who have been compelled to retire. In the case of ministerial gazetted and non-gazetted men

extensions are allowed of one year at a time, if certified medically fit, and provided the agent approves. If the privilege is allowed to this class of employees why should it be denied to drivers and guards? On some company managed railways, extensions are freely given, especially to covenanted employees, and I understand efficiency has not in any way suffered. I submit that the privilege of extensions be allowed to all loco. and traffic men on the same terms as obtain in the case of ministerial servants, subject to a maximum age of 60 years. This privilege should be allowed particularly to those who, for no fault of their own, have had their well-merited promotions blocked for a number of years.

21. *Mutual Benefit Societies.*—This is essentially a concern of the various railway unions, and should form one of their chief attractions for enlisting members. In some railways, e.g., the G. I. P., all employees are compelled to be members of a mutual benefit society, officially maintained and administered. I consider such a practice not only an imposition, but a hindrance to the development of similar societies inaugurated by railway unions, e.g., The National Union of Railwaymen, All-India and Burma, Bombay. Official compulsory membership should be stopped and employees given the privilege of joining and encouraging their union societies.

22. *Selection Committees for Recruitment of Subordinates.*—Selection Committees for the recruitment of subordinates, as at present constituted, operate against the recruitment of Anglo-Indians and domiciled Europeans. In view of the extent to which the community is dependent on railway employment, I would suggest that an Anglo-Indian railway official be appointed to all such selection committees.

23. *Medical Relief.*—This is on the whole satisfactory, but I would suggest that in the larger stations where the wives and families of railway employees of all communities are in large numbers, a lady doctor should be appointed to administer to their needs. Moreover, it is well-known that many Indian women object to being treated by male doctors.

#### APPENDIX A.

(1) *Copy of letter, dated 26th July, 1929, from the General Secretary, Anglo-Indian and Domiciled European Association, All-India and Burma, to the Secretary, Railway Board, Simla.*

I have been directed to forward you the attached copy of a resolution passed at the annual general meeting of this association, held on the 12th and 13th July, 1929, in regard to the new scheme of assistance from railway funds to railway employees for the education of their children, and I am to request you to be so good as to place this before the Honourable Member in charge of railways.

In this connection I am to invite a reference to the closing portion of paragraph 10 of Government of India, Home Department's letter No. 164/28-Ests., dated the 11th September, 1928, to Lt.-Col. H. A. J. Gidney, M.L.A., embodying the reply of the Government of India to the Anglo-Indian deputation which waited on the Secretary of State for India in 1925. It will be seen from this that Government fully appreciated that the remedy for the dangers which threatened the community would be found in the solution of the important problems of the education of the community and Government undertook to give the matter their most careful consideration.

I am, however, to particularly invite your attention to paragraph 13 of the Government of India's letter dealing with the question of the education of the community in its relation to employment on railways from which it will be seen that the recruitment schemes for the subordinate railway services which were then under consideration had in view a higher standard of general education being demanded for entrance into these services. In order that the opportunities for employment on the railways which the community at present enjoys may not be restricted, Government, in its letter, expressed their desire to provide the community facilities for such higher general education and for time to be afforded to the community to take advantage of these without their position on the railways being in the meantime endangered. "Their desire," says the Government of India's letter, "is that time should be afforded to the community to take advantage of any facilities for a higher general education which it may be possible to provide for them without their position on the railways being endangered."

'It was naturally felt that the new scheme of assistance to be given on railways in respect of the education of children of railway employees referred to in paragraph 15, item (11) of the Government of India's letter, would be in conformity with these promises by Government and it was expected that the new scheme would, therefore, be more generous in its application to members of the community whose difficulties and dangers Government had so readily and so fully appreciated and undertaken to remedy.

The scheme published in the Railway Board's Notification No. 4233-E, dated 14th January, 1929, therefore came as a great surprise and disappointment to this association and to the domiciled community, as it will have the effect of lowering the standard of education of the children of the railway employees and if operated will constitute a repudiation of the promise made by Government in their letter referred to above.

In this connection I beg to attach a copy of an excerpt from a supplementary memorandum submitted by Colonel H. A. J. Gidney, M.L.A., to the Indian Statutory Commission which deals with this new educational scheme and to request that careful consideration may be given to the points raised therein.

I am to refer to the submission made in sub-clause (b) of the resolution attached for the over-riding maximum in the new railway scheme of educational assistance to be raised from Rs. 15 to at least Rs. 25. In this connection I am to point out that after the primary standard has been reached the majority of railway employees are obliged to send their children to boarding schools in order to ensure continuity of education which would be endangered by their transfer from one station to another were their children to attend day schools. The majority of boarding schools for the community are situated in the hills and the fees charged for board and tuition average Rs. 80 per mensem per scholar including extras. The average fees in boarding schools in the plains is also not less than Rs. 55 per mensem per scholar so that the average fees in a boarding school works out to over Rs. 65 per mensem per child. It will, therefore, be seen that an overriding maximum of Rs. 15 per child as laid down in the new scheme of railway educational assistance would leave a very heavy burden of Rs. 50 per child per mensem to be met by the parent and this would be increased with each additional child. Taking a conservative estimate it can fairly be assumed that there are at least three children in each family so that the average fees payable by parents for their children's education would work out to Rs. 150 per mensem. It will readily be appreciated that this is a very heavy burden for parents to meet unaided and if the overriding maximum is not adequately increased, many parents will be unable to give their children the education they require at the present time when the community is faced with such severe competition which necessitates the highest standard of education possible being given to their children. My association has carefully examined this matter and the submission made at the annual general meeting that the overriding maximum should be raised to Rs. 25 at least, represents the irreducible minimum which, in the opinion of my association, the overriding maximum should be fixed.

With reference to sub-clause (c) of the resolution passed at the annual general meeting of this association, I am to point out that in paragraph 2 of the annexure to the railway board memorandum quoted above it is proposed to confine assistance for the education of their children to employees who are stationed in places where they cannot obtain education of the requisite standard. If carried into effect this will deny to many employees the fundamental right of the choice of schools for their children. But what my association regard as more serious is the fact that this will preclude many employees from sending their children to schools required by their religion. In this connection I am to point out that the majority of the community are members of the Roman Catholic Faith and are required under the Canon Law of their Church to send their children to Roman Catholic Schools. The effect, therefore, of the application of the policy of confining educational assistance, as proposed in paragraph 2 of the annexure, will be to prevent many Roman Catholic employees from availing themselves of the educational assistance to which they may be entitled or else to prevent such employee from carrying out the requirements of their religion in order to obtain this assistance.

Finally, I am to refer to an amendment to the resolution which was put forward at the annual general meeting. For ready reference a copy of this amendment has been sent with the copy of the resolution attached. It will be seen from the explanatory note above the amendment that although the amendment was not put to the meeting there was a strong feeling in its favour and the chairman undertook to mention this fact in this letter to the railway board. The recommendation made in sub-clause (c) of the resolution is that the limit of pay for determining the eligibility of an employee for educational assistance should be Rs. 450 and that for this purpose substantive pay only should be calculated, not overtime and other allowances. It was pointed out at the meeting that loco. and traffic men in receipt of overtime whose substantive pay is less than Rs. 450 but whose total emoluments may come to more, would receive this educational assistance according to the terms of this association's resolution whereas this would be denied to railway employees in the workshops and in certain other appointments whose substantive salaries are over Rs. 450 although their total emoluments are considerably less than those of the loco. and traffic men who would receive the educational grants. The injustice of this was fully recognized by

the meeting and the feeling of the meeting was that clause (c) of the resolution should be amended to extend educational assistance to all railway subordinates, irrespective of the salary drawn by them.

In conclusion, I am to say that my association has been informed that the new scheme has been referred to the agents of all railways for their views and recommendations and I am to request that the Honorable Member in charge of railways may be pleased to receive a deputation from this association to place before him the views and interests of the Anglo-Indian and domiciled European community on this matter, before final orders are passed on the new scheme.

(2) *Copy of Resolution passed at the Annual General Meeting of the Anglo-Indian and Domiciled European Association, All-India and Burma.*

"Resolved that this meeting most emphatically protests against the new scheme of assistance to be given from railway funds for railway employees for the education of their children as a breach of faith by Government who in their reply to the 1925 deputation undertook to provide facilities for a higher general education for the children of the community employed on railways, as this scheme will have the effect of lowering the standard of education of such children. This meeting therefore submits :—(a) That the limit of pay for determining the eligibility of an employee for educational assistance should be raised to Rs. 450 and that for this purpose substantive pay only should be calculated and not overtime and other allowances. (b) That the overriding maximum per child should not be less than Rs. 25 per mensem. (c) That assistance should not be confined to employees who are stationed in places where they cannot obtain education of the requisite standard for their children, thereby denying to such employees the fundamental right of the choice of schools for their children or schools which their religion may require, and (d) That assistance should be given to employees for the education of their children at least to the limit of secondary education." Proposed by Colonel Gidney, seconded by Mr. Caliston and carried.

*Note.*—An amendment was proposed by Mr. Woodfall and seconded by Mr. Gilbert, but as the resolution had already been put to the meeting, the amendment was ruled out of order. The feeling of the meeting appeared, however, to be strongly in favour of the amendment and the chairman undertook to mention this fact in the letter to be addressed to the railway board and the agents of the railways when forwarding to them copies of the resolution. The amendment was as follows :— "That there be no salary limit to the receipt of the educational grant and that all subordinates irrespective of their salary be allowed this assistance."

(3) *Excerpt from Supplementary Memorandum submitted to the Indian Statutory Commission.*

*New Railway Education Scheme.*—Official railway statistics show that about 14,000 out of the 30,000 of our employable male population is employed on railways. That this number is reducing and must, in time, decrease still further we do not doubt, but, the most disquieting feature of our employment on railways and of our children's future is the decreasing number of young Anglo-Indian and domiciled Europeans who are, to-day, being recruited, while the recent railway education scheme that has been introduced will most seriously prejudice the Anglo-Indian community employed on railways. Hitherto, and before railways became State-controlled and in return for our services to the railways, the children of Anglo-Indian and domiciled European employees enjoyed generous educational grants from railway companies but, under the new scheme, though it may claim universality and the abolition of communal differences as its chief advantages and will undoubtedly benefit the children of junior railway employees, a large number of whom for want of adequate accommodation in certain railway schools, were previously denied any benefits, yet, it will in the future deprive thousands of our children of the educational grants which they enjoyed under the previous regime. Under the new scheme no railway employee, enlisted after February, 1929, whose emoluments, including overtime, etc., exceed Rs. 300 per mensem will receive any educational grant for his children. According to the latest official railway statistics out of a total of 14,000 Anglo-Indian and domiciled European railway employees there are nearly 4,000 in the upper subordinate grades whose salaries, including overtime are Rs. 300 per mensem and over, all of whom (present employees excepted) if this proportion is to be maintained after 1929, will be disqualified, and denied any educational grants for their children. In this connection we must remember that these are the men, who, by the time they reach this grade, have large families, many of whom are in need of that higher education which Government now demands as a *sine qua non* for all employment.

Allowing three children per member, we find that about 10,000 to 12,000 of our children, at a very critical period of their education, will be deprived of any educational help, while in England these very children would receive free education from the

various board schools, etc. Surely, this is a high price for the community to be called upon to pay by Government in its desire to satisfy the educational needs of other Indian railway employees in response to the demands of Indian politicians.

I admit that the children of Indian railway employees are entitled to equal educational facilities as are Anglo-Indian and domiciled European employees. Rs. 300 per mensem would be a fortune to most Indians. To the Anglo-Indian it would just keep the family alive, called upon as he will be to pay, at the rate of Rs. 60 to Rs. 75 per month, for the education of each of his children as boarders in the cheapest of our good European schools, an expenditure which is incomparable with the cheapness of education in Indian schools and colleges. In granting this advantage to children of Indian employees, why, I ask, was there a levelling down of the educational assistance given to the Anglo-Indian and not a levelling up of that of the Indian, and why should the new entrants be denied the benefits that others hitherto have enjoyed and which as a compromise might have been granted to them for the limited period of protection for which we asked in our memorandum to the Indian Statutory Commission, i.e., till such time as we are educationally fit to do without any protection whatever? Surely this is not unreasonable, or an unmerited demand? Our past great record of service on the Indian railways entitles us to more consideration than has been shown in the railway education scheme, and unless this scheme is radically altered I am positive it will do more harm to the future of the domiciled community than even Indianization of the services has already done, for, how can we adequately educate our children if we are to be denied to-day, with our reduced resources, the help we have received in the past? In this connection, it must be remembered, that out of a total of 30,000 employable male Anglo-Indians, 13,750 are employed on railways, i.e., two in about every five of the male population. At least 75 per cent. of these men are married with an average of three children per family. This gives a total of about 27,000 children which constitutes nearly two-thirds of our children undergoing education in our European schools to-day. These facts go to show how seriously the new railway education scheme will prejudice the education of children of future railway employees.

An additional disadvantage of this scheme is that it is proposed to transfer railway schools to the charge of the educational authorities in the Province in which they are situated. As, however, each State railway extends over more than one Province, the schools of one railway will be transferred to two or more educational authorities, each of which has its own educational code and curriculum. The children of employees who are transferred by a railway outside the Province in which they are being educated will be deprived of that continuity of studies which is such an essential factor of sound and practical education and by the general application of such a scheme the education of our children will be seriously handicapped.

I quote the Government of India's resolution, dated 19th August, 1878 (excerpt below) in regard to higher education of the children of railway employees to show that while then denying us higher education, we were given the compensatory advantage of a guarantee of employment on the railways. To-day not only has that guarantee been withdrawn, but, our education is being still further trammelled!

"At all railway schools where higher education is attempted such education should, as far as possible, be of a technical character and too much money and effort should not be spent in raising the pupils to any particular university or any other intellectual standards."

(4) *Copy of Scheme of assistance to Railway Employees for the Education of their Children.*

No. 4233-E, Government of India, Railway Department. (Railway Board).

Dated, New Delhi, 14th January, 1929.

*Central Advisory Council for Railways.*

Further memorandum on the assistance to be given from railway funds to railway employees for the education of their children.

At the meeting in Simla last September a scheme was placed before the council in accordance with which assistance should in future be given to railway employees for the education of their children; and during the discussion in the council certain modifications in the scheme were proposed and accepted. A copy of the scheme as modified is attached as an annexure to this memorandum.

2. *Action Taken.*—In accordance with the decisions then reached, agents of State-managed railways have been instructed to make it clear to all new employees engaged on or after the 1st February, 1929, that they will not be entitled to the continuance of existing educational benefits after the new policy has been brought into force. They have also been acquainted with the details of the new policy and

asked to prepare estimates of the cost of giving effect to it. It was necessary to secure uniformity in the basis on which these estimates would be prepared, and they were therefore asked to frame them in accordance with the following scale :—

Pay.	Limit of Assistance.
(1) Up to Rs. 100 .. ..	Half of schools fees for board and tuition.
(2) Rs. 101 to Rs. 200 .. ..	One-third of school fees for board and tuition.
(3) Rs. 201 to Rs. 300 .. ..	One-fourth of school fees for board and tuition.
(4) Over Rs. 300 .. ..	No assistance.

With the proviso that when an employee passed a dividing point in the scale he would not receive less in pay plus assistance than he received before passing that point. Agents were also told to assume that the assistance given in all cases would be subject to an overriding maximum of Rs. 15 per child.

It was, however, made clear to them that the scale suggested was provisional only, and that they were at liberty to suggest modifications in it giving an approximate estimate of the cost of their proposals; provided always that no modifications were put forward which would not be in accord with the accepted general principles of the scheme. For example, they were invited to state what the effect would be of increasing the overriding maximum to Rs. 20, or of increasing to Rs. 350 the limit of pay for determining the eligibility of an employee for assistance.

3. The actual scale to be adopted, and the overriding maximum cannot, of course, be decided, until it is known what the school fees for board and tuition amount to in the various provinces of India; and it was suggested at the last meeting that, as there are probably no Indian primary schools which take in boarders, it might be desirable to base the amount of assistance to be given to children attending primary schools away from their homes on the average figure of the cost of tuition and boarding in secondary schools which include the middle standard. For this purpose an enquiry has been made from the Department of Education in order to ascertain what the average cost of tuition and boarding in secondary schools which include the middle standard is in the various provinces of India. In the meantime agents have been told to assume for present purposes that the cost of boarding and tuition in primary schools is the same as the average cost in secondary or middle schools in their areas.

4.. The company-managed railways have also been addressed and asked for similar estimates with an expression of the railway board's hope that their board of directors will be able to adopt the same policy.

5. Further action required. Part of the scheme as accepted by the council at its last meeting was that arrangements should be made as soon as feasible to transfer the present railway schools to the educational authorities of the various provinces on terms to be arranged individually in each case; and that these terms should include provision for the retention by existing employees of such rights of admission as they may now possess. It is on this part of the scheme that the Government of India now wish to consult the Central Advisory Council for Railways. For, though no doubt the arrangements for the transfer of each individual school will have to be a matter for separate negotiation, it is desirable that there should be some uniformity in the general lines on which such transfers are made. The points for consideration are :—

(i) Whether the existing school buildings should in all cases be handed over to the provincial Governments, where they are prepared to accept them, free of cost, possibly subject to a pepper-corn ground rent in order to maintain the title of the Central Government to the land occupied by them.

(ii) Whether in addition an offer should be made to bear from railway revenues the whole or some part of the annual cost of maintaining and running schools which are so transferred. Here the alternatives would appear to be :—(a) to offer to pay either a fixed sum for a period of years in perpetuity; (b) to offer to pay a sum decreasing year by year until after a fixed number of years all payment would cease; (c) to offer to pay the net annual cost (i.e., the total cost less cess and other receipts) of maintaining and running the schools either in perpetuity or for a period of years; (d) to offer to pay a proportion of the net annual cost of maintaining and running the schools, the proportion decreasing each year until finally no further payments would be made.

#### ANNEXURE.

(i) With certain exceptions mentioned in (v), (vi) and (vii) the future assistance given by the administrations of State-managed railways (apart from the grant of passes to children going to and from school) towards the education of the children of their employees should be confined to payment to those employees in order to



enable them to take advantage of the educational facilities provided by local Governments, local bodies, or private enterprise, and railway administrations should not undertake the obligation of providing, maintaining or managing educational institutions.

(ii) This future assistance should be confined to employees who draw pay below a fixed maximum, and are stationed in places where they cannot obtain education of the requisite standard for their children ; and should be limited to education for the period covered by the primary and middle standards, i.e., for about seven or eight years for each child. The assistance thus given should be granted entirely irrespective of the community, race or creed of the particular employee.

(iii) The assistance should take the form of the grant to the employee of a fixed proportion of the board and tuition fees of the school to which the child is sent, the proportion depending on the pay drawn by the parent and falling as the pay increases, and the monthly amount payable for each child being limited to a suitable maximum. The scale on which assistance is given should apply entirely irrespective of the community, race or creed of the particular employee.

It would appear sufficiently generous if the proportion of the board and tuition fees payable were in no event to exceed one-half.

(iv) Arrangements should be made as soon as feasible to transfer the present railway schools to the educational authorities of the various provinces on terms to be arranged individually in each case. These terms should include provision for the retention by existing employees of such rights of admission as they may now possess.

(v) Primary schools have been established by railways in certain places where either there is no local authority to take them over or where the local authority's resources are not sufficient for the maintenance of the school. Special grants out of railway funds specifically allotted for the purpose might be authorized for the maintenance of such schools either by local authorities or by private bodies.

(vi) A separate scheme should be prepared to deal with the Oakgrove School with the object of handing it over to some other authority (which may have to be specially constituted), so that the present liability in regard to that institution may be liquidated and the present direct connection with railway management abolished.

(vii) Notwithstanding the adoption of the new policy existing benefits under the rules in force on the State-managed railways should not be withdrawn from any of their present railway employees hurriedly or without giving them a *quid pro quo*. The liability should be accepted of continuing such benefits to existing employees in respect of their children ; but all new employees of State-managed railways engaged after the 1st February, 1929, will not be entitled to the continuance of the existing benefits after the new policy has been brought into force.

[Memoranda were also submitted on behalf of the Anglo-Indian and domiciled European employees on the following railways:—North Western ; Bombay-Baroda and Central India (metre gauge) ; Great Indian Peninsular ; East Indian ; Eastern Bengal ; Bengal-Bagpur ; Assam-Bengal ; Madras and Southern Mahratta ; South Indian.

These memoranda follow common lines though there is some variation in detail, that dealing with the Madras and Southern Mahratta Railway appears to be a comprehensive statement of the case and is printed in full below. Those dealing with the other railways have not been reproduced.]

#### THE CENTRAL ADMINISTRATION OF THE ANGLO-INDIAN AND DOMICILED EUROPEAN ASSOCIATION, ALL-INDIA AND BURMA, AND THE COUNCIL OF THE ANGLO-INDIAN AND DOMICILED EUROPEAN ASSOCIATION OF SOUTHERN INDIA, ON BEHALF OF ANGLO-INDIAN AND DOMICILED EUROPEAN EMPLOYEES OF THE MADRAS AND SOUTHERN MAHRATTA RAILWAY.

1. *Preamble*.—This memorandum has been prepared jointly by the governing body of the Anglo-Indian and Domiciled European Association, All-India and Burma, and the council of the Anglo-Indian and Domiciled European Association of Southern India, in consultation with the branches of both associations in Southern India, whose members constitute at least three-quarters of the Anglo-Indian and domiciled European employees on this railway.

The Commission are, no doubt, aware of the services rendered by the community, in the building up of railways in India. We desire to point out that the M. & S. M. Railway is no exception in this connection ; and to-day will be found descendants of the pioneer Anglo-Indian and domiciled European employees of the railway.

2. *The Term Subordinate.*—We resent the term "subordinate," equally with our colleagues on other railways, carrying, as it does, a brand of inferiority. We also object to the division of "upper" and "lower" subordinates. The term "subordinate" originally found a place in many Government services, but has since been discarded. As instances we would quote the Indian Subordinate Medical Service, Subordinate Civil Services, Subordinate Police service, etc. These have been changed and are now called "Provincial Services." We would suggest that the "Subordinate Railway Service" be called the "Non-Gazetted Branch of the Railway Service" as the counter part of the "Gazetted officers in the Railway Services" (used in all Railway statistics), or some other suitable term may be used.

3. *Recruitment.*—The manner of recruitment of subordinate staff on this railway is the cause of much dissatisfaction. There is no fixed system of recruitment. In some cases, the sons of past and present employees are given preference. We would urge that such preference be a definite policy of the railway, and that all things being equal, the recruitment from father to son be adopted on this railway. It is but natural that recruits who have lived and grown up in railway surroundings, and who have inculcated in them, from their youth, a knowledge of, and a taste for such employment, would have more aptitude, and render more faithful and efficient service to the railway, than would outside candidates who do not possess strong family traditions and a sense of loyalty and devotion to the administration. We do not ask that this be applicable only to ourselves; it may be equally applicable to Indian recruits. In the case of running staff (power) firemen, Anglo-Indians are recruited from the running shed firemen apprentices, after they have completed their course of training in a running shed. This does not obtain in the case of recruitment of ex-soldiers, whose initial appointment is that of a fireman without any training or experience in a running shed. We object to this invidious distinction, and would ask for uniformity in the recruitment of this and all classes of workers. We recommend:—

(a) That a roll of candidates be maintained, in which the application of each candidate should be recorded strictly in order of the receipt of his application and the candidate, on his application being accepted, should be advised as to his serial position on the roll.

(b) That this register be in the custody of an officer of the railway, and not entrusted to head-clerks, being liable to abuse by the latter party.

(c) That recruitment on this railway should ordinarily be for initial appointments in the loco and traffic departments, that children of employees, past and present, who possess the necessary qualifications, should be given first consideration, in recruitment for employment on this railway; that the practice of importing men from other railways be discontinued, and that the railway do not advertise for men from other railways. In the case of locomotive drivers, the practice of importing men from foreign railways, and placing them in a grade which deprives the M. & S. M. men of long service of their legitimate promotion, is a feature peculiar to this railway. This is a gross injustice to the drivers of the M. & S. M. railway, who naturally expect to be promoted in their appointments, whose rights are thus disregarded, and whose promotion retarded by the entertainment of these outside employees; particularly since these men supersede qualified employees of the railway. We maintain that this practice does not foster contentment among the employees, or loyalty to the administration. We would ask that the railway cease advertising for drivers from other lines, and that vacancies for drivers be filled by their own men.

(d) The railway should not resort to direct outside recruitment in the case of ticket collectors and ticket examiners, men serving the railway for 20 years and more have been deprived of their legitimate promotion by a studied policy of the administration of direct outside recruitment. In those cases where it is necessary to employ additional staff and outside recruitment is unavoidable, the men recruited should start in the lowest grade and on no account supersede existing employees in the railway.

(e) We would ask that, in the case of apprentices who have completed their apprenticeship and have given satisfaction, their services be retained. Should there be no vacancies in the workshops in which they have served their apprenticeship, we would suggest that they be recruited into the loco. department. We feel that such mechanical apprentices would provide superior material for appointments in the loco. department, by reason of their special training.

(f) We strongly urge that the convenanting of drivers to this line be stopped forthwith.

In this connection, we would point out that the M. & S. M. Railway in the only line to-day which still covenants drivers. On no railway can it be contended that Anglo-Indians are inefficient engine drivers. This is borne out by the fact that on the State railways today, Anglo-Indians are driving both mail and express trains. They have also, from time to time, been entrusted with the lives of Royalty, and high personages travelling on these railways. Even on this railway, Anglo-Indians have

been chosen to work such special trains. Moreover, it is against the policy of the railway board to import men for work which can be done by Indian-recruited employees. Our complaint, however, goes further: for not only are these men covenanted, but they are placed at the top grade of the appointment. On the North Eastern section, there is not a single Anglo-Indian in this grade, and we challenge the administration to prove the superiority of the covenanted man over the Anglo-Indian. Mention has been made of Anglo-Indians driving the Viceroy's and other special trains. We would emphasise the fact again here, for notwithstanding there being no Anglo-Indians in the highest grade of the drivers on this section, quite recently, Anglo-Indian drivers of the next grade have been chosen to drive not less than three such specials. An interesting fact for verification here is whether these covenanted men who are placed in a grade above efficient Anglo-Indian and domiciled European employees are drivers on the English railways before being recruited.

(g) In the workshops, we would ask for the stoppage of recruitment of men outside India, except in those cases where it is absolutely necessary to import foremen for the erection and the working of the latest railway plant and machinery, and that such specialist appointments should only be of a temporary nature, and should not exceed the period necessary to train men in India in the working of this machinery, nor should these men be entered in grade services above all local men on the ground of their initial salary being higher.

(h) We request that the railway do not covenant signal inspectors. It is a fallacy to state that Anglo-Indians cannot carry out the duties of signal inspectors. That there is not a single Anglo-Indian signal inspector on the railway to-day, is due to the fact that Anglo-Indians are shut out from these appointments. The assistant signal inspectors not only do the work of signal inspectors, but train the covenanted inspectors in their duties. We therefore ask that Anglo-Indians should be recruited to the posts of signal inspectors.

4. *Unemployment.*—The application of Indianization only to "Indian-Indians," excluding Anglo-Indians and domiciled Europeans although statutory natives of India, is in a large measure responsible for the unemployment obtaining in the community to-day. The increasing number of Indians seeking railway employment has deprived many of the community of recruitment in this railway. Another cause of unemployment, common to the Anglo-Indian and the Indian, is the introduction of up-to-date machinery replacing manual labour. This is accepted as inevitable. A further cause is the importation of manufactured articles, such as rolling stock, fittings, etc., from outside sources. There appears to be no justification for this, as such articles can be manufactured in the railway workshops at an equal if not less cost, thus not only being a source of saving to the railway, but making the production of these articles an Indian industry. Moreover, not only are certain commodities imported from Europe, but obtained through contracts placed with firms in India, and as the M. & S.M. Railway shops at Perambur and Hubli have the facilities and the means to manufacture these articles it is not understood why they have to be obtained from outside sources. We submit that the manufacture of such articles in these shops will mean the employment of additional staff, both Anglo-Indian and Indian.

5. *Promotions to Official Grade.*—Below we give a statement showing the number of Europeans, Anglo-Indians and Indians in the official grade of the M. & S.M. Railway:—

Departments.	Europeans.	Indians.	Anglo-Indians.
Agency .. .. .	6	1	—
Engineering .. .. .	30	14	1
Transportation .. .. .	30	9	3
Mechanical Engineering .. .. .	10	—	—
Stores .. .. .	6	2	—
Medical .. .. .	4	2	—
Electrical .. .. .	8	2	—
Audit .. .. .	8	4	1
	<hr/> 102	<hr/> 34	<hr/> 5

It will be seen that out of a total of 141 appointments only five are held by Anglo-Indians, a percentage of 2·8.

After the late war, due to the shortage of officers on the railway, a few upper subordinates were promoted to the official grade, but for the last decade few, if any, promotions have been made, vacancies being filled by direct recruitment. The railway rarely promotes subordinates to the official grade and by not doing so they are acting contrary to the recommendation of the central advisory board for railways that 20 per cent. of the official grade should be recruited from the subordinate grade, although this recommendation has been accepted.

We would also point out that though this railway has not what is known on the State railways as the local traffic service, they do have a corresponding grade, that of sub-divisional officer of the engineering department, who is only an officer in name and for purposes of administration; he carries out all the duties and responsibilities of an assistant engineer though he has no prospect of becoming one. Moreover, his maximum salary is considerably less than that of any junior scale officer. He is classed as an upper subordinate and is only entitled to the privileges of that grade though carrying out the duties of an official.

6. *Acting Officials.*—The traffic and audit departments are the only departments in which upper subordinates acting in the official grade have enjoyed the privileges of an officer. This is due to the sense of fair play of the heads of these departments, and which we desire gratefully to acknowledge. In other departments though subordinates acting as officials are required to undertake similar duties and responsibilities, they are denied equal rights in the way of pay and privileges. In the case of the engineering department, subordinates have to act as sub-divisional officers two or three years, pending confirmation, without any remuneration.

Subordinates acting as officials do not merely have to perform the duties of an official, but have to maintain an equal social status. We would strongly urge that subordinates acting in the official grade should be given allowances equal to the pay of the appointment. We contend that it is dishonest economy to keep a subordinate acting in the official grade without giving him the salary of the appointment.

We submit that there are many competent upper subordinates on the railway qualified for the official grade and who should be given an opportunity to serve as officials by promotion according to the recommendation of the central advisory board to which we have already referred.

7. *Relationship between Officers and Subordinates.*—We regret that the relationship existing to-day between officers and subordinates is not what it was formerly. We would attribute this to the presence to-day of a large number of officers, who do not know their subordinates as their predecessors did, and who are therefore out of touch and sympathy with them. We hope that time will remedy this defect and that the former cordial relationship will be resumed.

8. *Conciliation Boards.*—We approve of these boards even though the need for the same may not frequently arise. We feel, however, that their existence has a reassuring effect on the employees and are productive of harmony and good-will in the settlement of disputes. We would suggest that Anglo-Indian and domiciled European employees be permitted to elect their own representatives on the board.

9. *Appeals.*—Grave dissatisfaction is felt at the manner in which appeals are dealt with. The man appealing against the orders of his immediate superior, starts with a sense of futility, for invariably the merits of his case are sacrificed to uphold the prestige of his immediate superior. Appeals are therefore reduced to a mere farce. We would specially invite the attention of the Commission to the method of dealing with appeals, for unless an employee feels that he has justice in the court of his appeal, and that such appeal will be considered on the merits of the case, he is deprived of that contentment of mind so essential to an efficient worker.

The method of appeal is a cumbersome one, and the appellant is fettered with red tape at every step of his appeal. Moreover, he is never given the opportunity to plead his own case, and we would urge that an employee appealing, should have access to the head of his department, and that when his appeal is being considered he should have the right of being present in person, to explain his case and defend himself. The injustice of deciding appeals without giving an opportunity to the appellant to plead his cause, is strongly resented by all classes of employees. We request a revision of the whole procedure of appeals on the railway, and that the merit of a man's appeal should be the prime consideration of the administration. Judges are not biased in giving decisions against judgments of their colleagues, and we see no reason why the *jeal* of the junior or district officer is such a stumbling block to the dispensation of justice on the railways. We admit that cases of injustice must occasionally occur in the administration of the railway, and therefore an officer would not suffer were his order or decision reversed on appeal, unless of course, he has earned a reputation for not being just in dealing with his men.

10. *Staff Committees.*—The railway appointed district staff committees in November, 1929, and the central staff committee as recently as January, 1930. These committees have been instituted in opposition to the railway unions. We have not yet seen any results from the labours of these committees.

11. *Unions.*—We are of opinion that encouragement should be given by the administration to properly constituted unions. We feel that by the railway not recognizing and encouraging such unions, they themselves antagonize these unions, and make them instruments of obstruction to the administration. We should like to see the

railway co-operating and guiding unions which exist for the welfare of their men, instead of concentrating and directing their energy on staff committees as an antidote to unions. The former we have already mentioned, have not the confidence of the men. While voicing our support to unions, we desire to make it clear that this support is given to properly constituted unions, such as the M. & S.M. Railway Employees' Union, which we understand, has a membership of over 30,000, and has, throughout its ten years' existence, never resorted to a strike. The Anglo-Indian and domiciled European employees to-day await the formation of an All-India European and Anglo-Indian Union, which is being started. In this connection, we would refer to the question which was asked the witness who appeared before the Commission in Calcutta, on behalf of the East Indian, Bengal Nagpur and Eastern Bengal Railways as to any relationship this union would have with other unions and Indian employees. Speaking for ourselves, we would state that we would be prepared to work our branch of the union in harmony with the M. & S.M. Railwaymen's Association, or any other union working for the benefit of the workmen. We believe that trade unionism in India has come to stay. We therefore ask the administration to pursue an enlightened policy in regard to the movement. We would, however, support the administration in discouraging, refusing recognition, and repressing unions controlled by politicians for frankly political ends, and which make the workmen a pawn in their hands. Such unions are a danger to the employees.

**12. Housing.**—Quarters are allotted by the railway according to the salary of the employee irrespective of the number of individuals in the family. While we appreciate that the railway cannot provide accommodation according to the strength of families, it will be admitted that employees are entitled to sufficient accommodation to enable them to live in decency if not comfort. Insufficient accommodation provided by the railway results in over crowding which in all cases must react on the health of the occupants. We would instance the accommodation given to the following two classes of employees :—(a) An employee drawing up to Rs. 100 per month is provided with a bedroom, 10 feet by 10 feet ; a sitting-room, 12 feet by 10 feet ; and one bathroom, 6 feet by 6 feet. (b) An employee drawing Rs. 101 to Rs. 149, a bedroom, 12 feet by 12 feet ; a sitting-room, 12 feet by 12 feet ; and a dining-room 9 feet by 6 feet ; and one bathroom, 6 feet by 6 feet.

The majority of employees in both these categories consists of married men with families. It will be appreciated that the accommodation provided is not only opposed to the principles of health and hygiene but to moral decency, for it is a highly undesirable position for boys and girls growing up to live under these conditions which admit of no room for privacy and decency. It is also to be pointed out that the type of houses built by the railway is not suitable for a tropical climate. The M. & S.M. Railway runs through a part of India where the climate cannot be compared with Northern India, no winter being experienced on three-fourths of the system.

The rent charged by the railway for the quarters is 10 per cent. of an employee's income. The railway no doubt assess this rent to reimburse itself for the money laid out in building railway colonies. Colonies, however, which were constructed about 20 to 30 years ago, have paid for themselves over and over again. We are, therefore, of opinion that rent assessed should be reduced to 5 per cent. In the case of Madras, Perambur, Poona and Golpuri, where no quarters are provided the railway gives an allowance of 15 per cent. on salary with a maximum of Rs. 25 in the case of those employees entitled to free houses, and to those who would not ordinarily pay rent to the railway 10 per cent. on salaries up to Rs. 70 and  $6\frac{1}{2}$  per cent. on salaries above Rs. 70. These allowances are wholly inadequate. An employee should not suffer financially on account of a transfer in the interests of the railway, and great hardships are felt by the men in this connection. We would give as an instance the case of Poona a Cantonment station, where houses are at a premium and a railway employee drawing Rs. 70 a month would not be able to get anything else than a hut in the bazaar to live in with the allowance of Rs. 7 given by the railway. The same applies to men in receipt of over Rs. 70 a month who are only allowed  $6\frac{1}{2}$  per cent. of their salary. In the case of those employees who are ordinarily provided with free quarters they are invariably men with large families and it is next to impossible for them to find decent accommodation in places such as Poona.

In Madras and Perambur the men are not given the option of accepting 15 per cent. house allowance or  $6\frac{1}{2}$  per cent. presidency allowance, the latter being paid in all cases though the men have to live outside railway quarters. The injustice of this deprivation of a house allowance which should be paid in addition to a presidency allowance is obvious.

We request :—(a) that as an equitable arrangement the railway rent accommodation for their employees in those stations other than Madras where railway accommodation is not available on the basis which would be given by the railway and deduct 10 per cent. from the salary making up the deficiency ; (b) that in the case of these employees who are ordinarily given free houses the railway pay the rental

for houses they occupy in stations where railway quarters are not available ; (c) that in the case of Perambur, Royapuram, Madras and Basin Bridge, which are within the precincts of the city of Madras, a minimum house allowance of 25 per cent. be given plus  $6\frac{1}{2}$  per cent. presidency allowance.

There are some employees such as station masters, assistant station masters, permanent way inspectors, sub-permanent way inspectors, doctors, traffic inspectors, telegraph inspectors, controllers, who by reason of their duties are exempted from paying rent. This privilege should be extended to other employees who are liable to be called out at any time of day or night, for example loco. foremen, chargemen, drivers-in-charge, and train examiners. These men are as much 24 hours men as those to whom quarters are provided free of rent.

In certain stations new houses are being built which are without a sufficiency of out-houses. The absence of sufficient out-houses causes inconveniences to the staff and we would ask that in all future houses built by the railway, an additional out-house should be provided.

Repairs to bungalows are not carried out systematically. If a general rule were to be laid down that all bungalows are to be attended to at definite periods every year, according to the weather conditions of each particular locality, repairs to bungalows would not be left to the whims and fancies of the engineering department. Men who have been two and three days away from their home station, look forward to a night in bed in their own homes, but during the monsoon, it is often difficult to find a dry spot in the whole house. This point cannot be too strongly emphasized. Bitragunta was visited by a terrific cyclone in November, 1927, which blew off most of the roofs. Two years after this catastrophe the bungalows are not yet in a water-tight condition and indications that these defects are to be remedied are still not apparent.

It is becoming a practice on this railway to house Indian employees in the same block as Anglo-Indians and domiciled Europeans. We consider this to be most undesirable and in this contention we wish to make it perfectly clear that our objection is not based on any racial grounds whatsoever ; but having regard only to the different modes of living, we feel that a separation of Anglo-Indians from Indians would be welcomed by Indians.

13. *Electricity*.—Employees are charged for electricity at various rates at different stations on the M. & S. M. Railway. This is very undesirable. We submit that the charges on account of electric current should be standardized throughout the line. The charges for installation and hire are recovered from employees through their salary bill. As electric lights and fans are parts of the requirements of a modern house, we submit that these installation and hire charges are not justly recoverable from the employee, and should be borne by the railway. We, therefore, recommend that the rent charged to the employees should be inclusive of charges for installation and hire ; electric current only being an additional charge under this head.

14. *Water Supply*.—An unusual practice of this railway is to charge their employees 1 per cent. of their salaries for water supply. We feel that this is not a just charge and that as an adequate supply of water is a necessary amenity of life this charge should be abolished.

15. *Rest Houses and Running Rooms*.—Rest houses fully equipped, even as to servants, are provided only for officers ; but there are no rest houses for upper subordinates, who have to do at least an equal amount of travelling and inspection. There is a greater need for rest houses for these subordinates than for officers, who have, as a rule, well equipped and comfortable saloons. It is essential that equipped rest houses, including an office room, be provided. This is so urgent a need that pending the erection of suitable rest houses suitable carriage bodies should be made available for this purpose.

Running rooms on the railway are in an unsatisfactory condition. It is most essential for the safety of trains, that the running staff be able to obtain full benefit of rest between their spells of work. It is imperative that they be able to get a full measure of sleep during these periods off duty. The running rooms are very meagrely equipped. The number of beds is often inadequate. Even the largest running rooms on the system, those at Royapuram, have grave defects, e.g., the loco. running rooms are so badly situated on the public road, that it is impossible to secure the rest that is essential ; the traffic running room, besides, is very insanitary, the beds and pillows are filthy and unhygienic ; there is no watchman in these rooms, and thefts are not uncommon. The cooks in these running rooms are badly paid and unsatisfactory. The following improvements to the running rooms are urgently required :—(a) better paid cooks, whose duties shall be confined to cooking ; (b) watchmen, who can be held responsible for the safety of the belongings of the men using the rooms ; (c) more beds, each bed being also provided with a mosquito net ; and in the case of

the rooms at Royapuram:—(1) their transfer to more suitable sites; (2) the immediate installation of sanitary lavatories; (3) more attention to the cleanliness of the beds and bedding.

16. *Health*.—The number of employees on this railway is about 55,000, these, with their dependants, would constitute a population of nearly a quarter of a million persons, over a mileage of about 3,000. The superior medical staff consists of one chief medical officer and five district medical officers. This gives a proportion of one district medical officer for every 11,000 employees over a line of 800 miles of railway.

There are no Anglo-Indians and domiciled Europeans in the superior staff. The European monopoly reigns here also. We hold that there is no justification for this state of affairs, as in the medical profession, probably above all professions, there are numerous excellent qualified men of the community, even if British qualifications are insisted upon. Medical men of the community have proved their competence in other branches of medical service. Opportunities should also be given for subordinate medical officers to rise to official rank. There is a rank of honorary assistant medical officers, but here again, as in other branches of the railway administration, the work and responsibility of officers are imposed without the corresponding salary grade.

In addition to this superior staff there are two honorary assistant medical officers, six assistant surgeons and 51 sub-assistant surgeons. There are five hospitals, one at each district headquarters. These provide a total of 107 beds, i.e., about one bed for about 430 employees. There are also eight nurses, but as four of them are stationed at Perambur, the remaining four can be of very little use for the rest of the railway. This provision for "medical relief" is quite inadequate, when also the dependants of the employees are taken into account.

The district medical officer, except at his headquarters, does practically no professional work, and this must suffer when he is on tours of inspection. Even at headquarters the professional work is largely for administrative purposes, such as examining men for physical fitness on recruitment, retesting of sight and signing of medical certificates.

The D.M.O. therefore should be looked upon as an administrative officer.

Employees drawing a salary of Rs. 30 and below alone are entitled to free medical treatment. The wives and families of employees are not entitled to free treatment. Hospital deductions are made on a sliding scale, in the case of all other employees. Although these deductions are more or less nominal, we strongly urge that free medical treatment be given as a right to all employees including their wives and children. In support of this demand we would instance the concessions of free treatment, special treatment, cost of expensive and costly drugs or methods of treatment, and special nursing, even sick leave in India, granted to officers by the Lee Commission and which are enjoyed by the officers of this railway.

That the inadequacy of medical relief is recognized by the railway administration may be assumed by a consideration of the practice of the railway of sending cases of serious nature to the civil hospitals. In these cases, serious delays may occur on account of routine procedure and formalities to be observed in obtaining admission to the civil hospitals, so that hardship and dangers arise.

There are no midwives employed on the railway. This is a very serious defect. We assume that the number of wives among the employers of the railway to be approximately 45,000. The presidency birthrate being about 42, the number of births per annum will be nearly 1,900. There should therefore be about 15 midwives. We therefore urge that an adequate number of properly trained midwives be provided.

We suggest that this service may be combined with a district nursing service as known in England.

Medical certificates from registered practitioners outside the railway service are not recognized unless countersigned by the district medical officer. This is a cause for much discontent. Medical certificates from registered medical practitioners should be accepted as is done in the civil departments of Government.

There is no appeal against decisions of the medical officers on the railway. We urge that an appeal should be allowed to the Civil Standing Medical Boards. This would have a very great reassuring effect on railway employees.

In the matter of sick leave, the great disparity between the treatment of officers and employees is a cause of much discontent and hardship. Owing to the inadequacy of sick leave, men are returned to duty so quickly that there is a danger of encroaching upon the convalescent period. The eagerness to send men back to work at the expense of convalescence is apparently due to pressure of the administration upon the medical staff, caused by the inadequacy of leave reserves. Even when men have been granted leave, they are not able to avail themselves of it, for want of relief.

Although within the last few years there has been very considerable improvement in the medical relief afforded by the railway, the employers do not yet have that confidence in their medical service which must exist if medical relief is to be of any value, and it is essential that the adequacy of relief must be ensured.

We recommend therefore :—(a) that a sickness insurance scheme be instituted as a provision against unforeseen and abnormal expenses involved in time of sickness ; (b) that the medical staff be made adequate to the duties they have to perform, freed from the incessant conflict with the administration, which interferes with their professional work ; (c) that the medical administration and medical relief be improved as noted above.

17. *Leave*.—The difference between the leave rules for officers and men are generally disproportionate and the chief causes for complaint are :—

(a) That while officers and others coming under the superior leave rules can and do get their leave due promptly, and can with certitude make definite arrangements in advance for proceeding on leave, those coming under the subordinate leave rules are not able to get their leave due promptly, or with any certitude to enable them to make suitable arrangements. For example, leave is not granted to employees at the time asked for, and when the occasion for the leave may have passed, or the man is not able to benefit by the grant of such leave ; often a man is not able to avail himself of it for want of a relief.

(b) That while subordinate covenanted employees enjoy the same rules as officers, Anglo-Indian employees in the same grade do not get this privilege. We recommend that privileges of the superior leave rules be extended to Anglo-Indians and domiciled Europeans also in these circumstances.

(c) That accumulation of privilege leave is not allowed to the same extent as in the case of employees drawing Rs. 250 and over. On account of this restriction employees drawing Rs. 250 and less have to work three years for two months' accumulated privilege leave, while the employee drawing Rs. 250 and over works four years for four months' for such leave.

(d) That while it is stated that leave cannot be claimed as a right, it would appear from the facility with which officers apply for and obtain leave, that it is virtually a right in their case, and an act of grace in the case of a subordinate.

Sick leave should be made more liberal, and full pay should be granted during such leave as in the case of officers, inasmuch as the men work at least under the same conditions as the officers. The rule of the railway that pay during sick leave cannot be claimed as a right, but will be granted only to those whose conduct and attention to duty have been satisfactory, is most unsympathetic and harsh, and is a glaring example of discrimination between the treatment of officers, covenanted subordinates and other employees, as the former get sick leave with pay to the extent of 30 days every year, with other privileges.

During sick leave the employee can draw half pay in contrast to the full pay drawn by the covenanted subordinate, and should the period on the sick list be protracted, no pay can be drawn until a discharge or sick certificate is granted by the medical officer. This causes great hardship, and men are forced to resort to moneylenders to meet household expenses during their illness. Other evils resulting from restriction of sick leave have been pointed out in another connection in this memorandum (see Medical).

The discontent with the subordinate leave rules is due to the lack of a suitable leave reserve. It is in the interest of the railway itself that its employees be granted a suitable measure of a leave at more or less definitely regular intervals, such leave being with full pay.

It cannot be denied that such extended periods of rest and recreation, change of scene and interest, not only have a beneficial effect on the health and outlook of the employee, but also a direct result on the man's work—more work and better produced. As already stated, the disabilities which the employees now suffer, from the not too liberal leave rules on the railway, are obviously due to want of a sufficient number of employees who can provide a leave reserve. The departments, being understaffed, cannot provide the necessary reserve to enable a liberal leave policy to be carried out. Especially important is the existence of a leave reserve to enable men to take an adequate amount of sick leave. We therefore recommend that a suitable leave reserve be provided by enlargement of the staff of employees.

*Study Leave*.—Study leave is granted to officers. We desire that similar leave be granted to employees also in a modified form. We recommend that suitable employees—deserving, efficient men, who would benefit by such study and practice—be deputed from time to time to shops abroad for the study of modern plant and methods, technical as well as administrative ; pay, suitable allowances and passages being granted for this purpose. In another place, we have recommended the cessation of direct



recruitment of covenanted men for various higher posts, and we are confident that if this scheme of grant of study leave to employees be honestly carried out, the necessity for such recruitment will automatically cease. In the event of special knowledge or skill being required for the installation and working of new designs of machinery, or for the operation of special systems of working or administration, men can be deputed specially for these purposes under this scheme, rather than being imported the occasion, even if only on a temporary *ad hoc* contract.

18. *Services Agreement*.—In Appendices I and II will be found a copy of the Services Agreement in force on the M. & S.M. Railway. Appendix I is general for all employees, while Appendix II is a particular Service Agreement for workshop employees. The Railway Board have recently issued orders regarding dismissals, discharges, punishments, etc., which, if adopted by this railway, call for distinct modifications in certain clauses of the Services Agreement.

We would, however, confine ourselves to paragraph 7 of the General Agreement, which reads as follows :—

"That my engagement shall be for a term of three months certain on probation subject to the right of the Company to dispense with my services by summary dismissal and without compensation, at any time during the said term of three months, if in the opinion of the Company or its responsible officers, I am held to be unsuitable for their work, and thereafter my engagement shall be from month to month, terminable by one month's notice in writing on either side."

It will be seen that during the term of three months' probation if an employee is at any time considered unsuitable in the opinion of the Company or its responsible officers, he is liable to be summarily dismissed. We should like "responsible officers" clearly defined. We submit that the power of summary dismissal or discharge should not rest with any and every officer of the Company, that this power be vested only with the head of the department. With regard to permanent employees, that is to say, after the term of probation, they are liable to have their engagement with the Company terminated by one month's notice in writing on either side. We object to the termination of service after confirmation at one month's notice or one month's pay in lieu of notice on either side. We submit that there should be no difference in the periods of notice demanded by the administration from officers and subordinates recruited in India. Both are permanent and monthly rated servants of the railway, and should be treated alike. Officers recruited in India are given three months' (some six months') notice, and we demand a similar period for subordinate employees. Moreover, we submit that in the case of senior employees who have families and have, perforce, entered in advance into certain financial commitments, e.g., a term of education for their children, families sent to the hills for a change of climate, insurance policies, etc., it is inequitable to call upon them to submit to a month's notice of termination of service. For these and other reasons we suggest that in the case of the discharge of all permanent servants there should be three months' notice or payment of three months' pay in lieu on either side.

An extra ordinary clause in the General Service Agreement of this railway, is paragraph 10, which reads as follows :—

"That should I cease work without giving due notice or intimidate any person or persons in the service of the Company or conspire with other persons employed in the service of the Company against the Company in any way I may be summarily dismissed, and shall forfeit all wages then accrued to me."

We unreservedly accept the first undertaking in this clause, i.e., in regard to ceasing work without giving due notice, or intimidating any person or persons in the service of the Company, but we strongly protest against the remainder of this clause, which we would describe as the "conspiracy clause," and the like of which is not included in the Service Agreement of any other railway. This clause deprives employees of opportunities of consulting with each other regarding their grievances, for it would be a simple matter for such consultation to be construed as a "conspiracy," and while this clause exists, there can be no prospect of a union ever functioning on the railway. We submit that this clause of the Services Agreement allows much latitude to the administration summarily to dismiss an employee, and compel him to forfeit all wages accruing to his credit. We would point out that this clause is not embodied in the Service Agreement for workshop employees, and it would be interesting to know the reason for this differentiation.

With reference to paragraph 6 of the Service Agreement for workshop employees, the same remarks as to paragraph 7 of the General Agreement apply.

We recommend that the Service Agreement on this railway, which is one-sided, be modified on an equitable basis, between the two contracting parties, the employer and the employee; and that the recent orders issued by the railway board, regarding the procedure to be adopted in discharging certain employees, be embodied, both in the spirit and the letter, in the Service Agreement.

19. *Wages.*—There has been no uniform revision of wages on this railway since the war. While there has been an increase in some departments the administration have been the least generous towards the workshops staff, where increments have been given with the one hand, and taken away with the other. We would quote the case of chargemen: Formerly up to ten years ago, those in the 3rd and 4th grades used to receive an annual increment on the basis of 6 annas per day. This has now been reduced to 4 annas per day. We should also like to stress that while salaries of foremen in these shops are uniform with all other railways, this is not so in the case of chargemen. Chargemen here can only rise to Rs. 270 per mensem, while on the other railways they receive Rs. 300 and above. There is also a difference in salaries in the case of chargemen in the mechanical shops and in the electrical dept. In the latter case, chargemen receive Rs. 300 per mensem. A chargeman in the workshops of this railway carries out the same responsibilities and duties as in other workshops. We therefore feel that it is but equitable that their salaries should be in conformity with their colleagues of other railways.

*The Minimum Living Wage.*—With regard to the minimum living wage of an Anglo-Indian or domiciled European employee, we would place this at a minimum initial wage of Rs. 75 in the mofussil, and Rs. 100 in a presidency town. It may be argued that conditions of living are much cheaper in Southern India, and therefore, this is an extravagant demand, but it is an accepted principle that if a man is paid a low wage, his standard of living should be lower than that of a more fortunately placed individual drawing a higher salary. Moreover, we contend living all around in Southern India is as expensive as any other part of India. It has also to be borne in mind that there is no reduction in salaries of officials on Southern Indian railways to that of other railways in India, and we therefore fail to see why any distinction should exist in the case of subordinates. There are Anglo-Indians on the railway to-day, working on a wage such as that of 3rd class fireman at Rs. 21 per mensem, which barely enables them to keep body and soul together. We believe that a standardization of wages is proposed for all railways in India. We have no objection to such a standardization, provided that the minimum wage is compatible with our standard of living. We would ask for a levelling up of the wages of the Indian, instead of a levelling down of the Anglo-Indian. The railway to-day pay an inadequate low wage to Anglo-Indian lads starting life. They appear to unduly take into consideration the fact that these lads have their parents to live with. Even in such cases there is a proportionate increase in the cost of living of a family, and the pittance given to our boys does not meet such proportionate increase.

We should also like to state that our lads are not always started on a salary which the grade carries. We would instance the case of ticket collectors. The grade in which they are generally recruited is one of Rs. 40-3-55, but invariably they are entertained on a salary of Rs. 30 per mensem. This is dishonest economy.

*Late Payment of Wages.*—A very genuine grievance felt by employees is the late payment of wages. This is particularly so in the case of the locomotive running and shed staff. The latter are paid on the 16th of every month, while the running staff are paid as late as the 19th. Apart from it being degrading for the staff to be treated in this manner, it is not right that the company should keep wages so long in hand. The Commission may be surprised to learn that even a worse state of affairs exists in the case of drivers of ballast trains. They have often to wait for their wages for two months. Incredible as this may seem, it is unfortunately true. The hardships which result in this late payment of wages can better be imagined than described. The evil, however, lies in the fact that it is instrumental in driving the men to money-lenders. This is common in the case of ballast drivers. The inevitable outcome is the Insolvency Act, which ends in the dismissal of an employee. Another grievance which we have to state here is that the running staff are provided with no means by which they can calculate their wages.

We would recommend (a) that in no case should wages be paid to employees later than the 2nd or 3rd of the month, and that the administration should provide necessary arrangements for this; (b) that in the case of the running staff each employee should be provided with an account memo., showing how his pay and emoluments have been made up.

20. *Transfer Allowances.*—Employees of the M. & S. M. Railway receive no transfer allowance, as is given on other railways. A three-days' journey has sometimes to be taken, and the employee has to meet heavy expenses for the loading and unloading of his goods from the railway wagons, and other incidental expenses for him and his family. We should be grateful for an adequate transfer allowance to meet these extra expenses. It is unjust that employees should be required to meet these expenses from their own pockets, incurred as the result of a transfer ordered by the railway administration. Moreover, as such employees, while on transfer, lose overtime allowances they would otherwise gain, we also ask that overtime as would be drawn by the employees, be paid to the men for the number of days the transfer involves.

21. *Overtime and Mileage.*—As on other railways, the traffic dept. have a grievance, that whereas the locomotive running staff are paid according to the extra hours of work, in the traffic dept. guards have to work for indefinite periods, and are only compensated by mileage allowance at scheduled rates. Should it not be feasible to pay guards overtime for work over eight hours, though we do not see why this should not be so, we would recommend that the rate of mileage be enhanced for guards on slow trains, such as goods and passenger trains.

22. *Hours of Work.*—An appalling instance of staff being overworked is to be found in the case of ticket collectors at the Madras Central Station, where they have to work on an average of 13 hours a day. This is due to insufficient staff, and also to the fact that they are utilized to relieve men sick, absent, or on leave, etc., such as telephone clerks and platform inspector. There is no rest room provided where these employees can snatch even half an hour's rest. When in need of rest, between the arrival and departure of trains, they have only their office to resort to. When it is considered that the duties of these men necessitate their being on their feet all day, it is inhuman to work them for 13 hours and more a day.

### 23. Workshops.

Grade.	Nationality and Particulars.	Confirmed.	Officiating.	Total.
FOREMEN.				
1st Rs. 575-25-650	European covenanted.. ..	13	—	14
	Anglo-Indians and domiciled			
	Europeans .. ..	1	—	
	Indians .. ..	—	—	
2nd Rs. 500-25-550	European covenanted.. ..	7	—	12
	Anglo-Indians and domiciled			
	Europeans .. ..	3	2	
	Indians .. ..	—	—	
ASSISTANT FOREMEN.				
1st Rs. 400-25-475	European covenanted.. ..	17	—	20
	Anglo-Indians and domiciled			
	Europeans .. ..	2	1	
	Indians .. ..	—	—	
2nd Rs. 300-20-360	European covenanted.. ..	—	—	12
	Anglo-Indians and domiciled			
	Europeans .. ..	6	4	
	Indians .. ..	1	1	

The above statements (which are approximate) will show that there is a monopoly of posts of foremen and 1st grade assistant foremen, by covenanted Europeans. In the case of foremen, out of a total of 14 in the cadre, there is only one Anglo-Indian in the 1st grade, and he was promoted for meritorious service during the war. In the 2nd grade of foremen, there are five Anglo-Indians and domiciled Europeans against seven covenanted, and two of these are officiating. The main grievance of the Anglo-Indian and domiciled European employees in the workshops at Perambur and Hubli is this monopoly held by men recruited outside India. As a contrast to this pronounced preferential treatment for the covenanted European, we would point to the largest, best equipped, and most up-to-date railway workshops in India, the South Indian Railway workshops at Golden Rock, where most of the shops are in charge of either Anglo-Indian and domiciled European or Indian foremen. We would also instance the East Indian Railway, in whose loco., carriage and wagon workshops are to be found more Anglo-Indian and domiciled Europeans than covenanted foremen. The foremen in these two shops are discharging responsible duties efficiently, and this being so in better equipped and larger workshops in which modern machinery is being constantly installed, we fail to see why the same cannot obtain in the M. & S. M. Railway workshops.

In dealing with recruitment, we asked that if it is necessary to recruit men from outside India, owing to their special knowledge of erection of the latest type of machinery or plant, they should be brought out *ad hoc* on a strictly temporary basis, as we would here like to point out that with machinery being improved every year, the specialist this year is only the skilled workman next year. We have nothing against the covenanted man, but our contention is there is no necessity to import foremen or assistant foremen to these or to any workshops in India, if the Indian recruited workman is given a proper training in the shops. The Perambur workshops have been in existence for over 60 years, and we have only one Indian recruited employee rise to the 1st grade of foreman, and as previously mentioned, he would not be in this position but for special meritorious service during the war.

We emphatically repudiate the implication of incompetency carried by this monopoly. We have cited the case of other workshops which bear ample testimony to the fact that men recruited in India can efficiently discharge the duties of foreman. It will be noticed in the case of assistant foremen in the 2nd grade that all the appointments are held by members of the community. We would label this grade the stagnation period or the *cul-de-sac* for the Anglo-Indian, as here, as an assistant foreman, he is blocked from rising any further. We submit that many among the number of assistant foremen are capable of holding charge as foremen, but are not given the opportunity in view of the monopoly of covenanted men.

We would also point out that the covenanted hand is recruited direct into the highest grades, thus impeding the promotion of Anglo-Indians and domiciled Europeans. We hold this to be distinctly unjust to those lower in the cadre, or in the lower grades, and for this reason, we suggest that should it be necessary to recruit any covenanted men in the future, they should be given their proper place in the grade. We have no objection to their being given an adequate overseas allowance, as is done in the case of officials who, on appointment, take their place in the cadre according to the date of their appointment, but receive the Lee Commission Concessions, which will increase their emoluments, but do not alter their position in the grade.

24. *Ticket Collectors and Ticket Inspectors.*—We deal with this class of employees under a special head as the case of both Anglo-Indian and Indian ticket collectors is a blot on the administration to-day, and calls for immediate remedy. Originally the ticket collecting and ticket examining staff belonged to the traffic department, and as on other railways, was the training ground for them to become guards, assistant station masters, etc.; in fact, every ticket collector whether he be an Anglo-Indian or not, accepted this post as a stepping-stone in the traffic department, with the ultimate object of becoming a station master, or a traffic inspector. The posts of travelling ticket inspector subsequently came under the control of the audit department, and was quite separate from the staff referred to above. In 1927, the ticket collecting staff, i.e., both ticket collectors and travelling ticket inspectors, were taken over by the commercial department. About 26 ticket inspectors were transferred from the audit department, to the control of the commercial department, and 12 additional appointments were made and were filled by six Mahomedans, five Hindus, and one Anglo-Indian. These men were recruited direct as ticket inspectors, on a salary ranging from Rs. 80 to Rs. 105. The 12 new recruits referred to, together with the 26 pre-audit men, have superceded all ticket collectors and head ticket collectors, some of whom have over 20 years' service on the railway, and have been in the maximum of their grade for 13 years and more. The prospects the ticket collecting staff now have are to rise to junior inspectors or district inspectors under the new scheme, but the impossibility of any of these men ever rising to these higher grades will be apparent, since these grades have already been filled and are being filled by direct outside recruitment. It will be seen, therefore, that the ticket collecting staff are not only being deprived of their career of railway life by the transfer of this department to the commercial department, but have also been denied their priority for promotion to newly created grades in the commercial department, by outside recruitment. They have no other prospect but to end their days as ticket collectors and head ticket collectors on maximum salaries of Rs. 55 to Rs. 80. Against this the new direct recruits have been started on minimum salaries of Rs. 80 with travelling allowance. It will be appreciated that this is a case of flagrant injustice to a class of employees who have given the best of their lives in loyal and efficient service to the company. We challenge the administration to prove that these ticket collectors and ticket inspectors could not efficiently fill the posts in the newly created grades. It stands to reason that men, who from their youth, and to whom this was their first appointment from school, would make better travelling ticket inspectors than men recruited mostly in the evening of their life with no previous railway experience; 26 out of the 32 of whom are ex-military men enjoying substantial War pensions; the majority have in addition also land given to them by Government. The method of recruitment for ticket inspectors leaves much to be desired. The recruitment is in the hands of an official and the chief ticket inspector, and merit is certainly not the deciding factor in the selection. We emphasize that the system of recruitment is most unsatisfactory and calls for investigation and remedy.

With regard to the case of ticket collectors and head ticket collectors we would recommend that:—(a) They should not be deprived of promotion to the traffic department, or (b) The senior men should be promoted to the posts of junior inspectors and district inspectors, placing such men above in grade to the newly appointed (directly recruited and pre-audit) men in these grades. For the information of the Commission, we give in Appendix I the grades of ticket collectors, and the grades of junior inspectors and district inspectors, and from the wide disparity between these two branches it will be appreciated how unjustly ticket collectors and head ticket

collectors have been treated. To-day, they are a discontented staff of employees, and such a state of affairs is not in the interest of the railway, in view of the essential bearing their duties have on the revenue of the railway.

**25. Provident Fund.**—Considerable difficulty is experienced by nominees of railway employees in getting paid their provident fund, bonus and gratuity, when exceeding Rs. 2,000. This has to be procured by a payee obtaining probate from a court of law, and not only involves heavy expenditure, which in most cases the nominee can ill afford, but also undue delay, and during the period between the death of the employee and the time payment is received, he or she has no means of living, particularly since the family is required to vacate railway quarters.

We would suggest that the legal procedure in these cases be dispensed with and that the nominee of the deceased employee be recognized and payment made within 15 days of an employee's death, as obtains with insurance companies. Railwaymen not only look upon their provident fund as the saving of a life time, but also as a provision for their families in case of untimely death. This is a hardship felt by all employees, Anglo-Indian and Indian, and its remedy would be much appreciated.

**26. Insurance.**—There is no provision in the Workmen's Compensation Act for employees who are obliged to retire, due to incapacitation or illness caused by constantly being in bad and unhealthy climates while in the service of the railway. We have also known cases where men, whose work keeps them in constant touch with fire or brass smelting, etc., being obliged to retire prematurely on a medical certificate. In cases where they have less than 15 years service, they are only given a maximum of six months' pay by the railway. We suggest that the railway take out sick insurance policies for their employees to safeguard their employees from indebtedness.

We would also suggest the scheme of life insurance as outlined by Colonel Gidney in his interim memorandum to the Commission to combat the money lending evil which exists on railways.

**27. Passes.**—All subordinates are allowed two double journey passes a year. At times, after the passes have been used, a third single journey pass is needed in cases of emergency such as sickness, etc. These have hitherto been refused and may be sanctioned.

While on transfer, passes for cattle and poultry have been discontinued and ought to be renewed. At times, it is essential to keep poultry and cattle as all railway colonies are not situated at places where these commodities are easily obtainable.

Passes are given according to the shortest route, which is often neither the most convenient nor the quickest. A man transferred from the north-east line to the metre gauge at Hubli or near Poona can get to his destination sooner by travelling in fast trains on the main lines, but passes are made out involving several changes and transit over unimportant branch lines which prolong the journey. It is submitted that the shortest route is not always the quickest route. Privilege passes are not granted by mail or express trains. The passenger service on this railway is very slow or restricted; we would therefore ask that privilege leave passes be made available by mail and express trains.

**28. Fines.**—We have reason to complain that the fines inflicted on this railway are far too heavy. We also protest against the double punishment being levied in cases where a heavy fine results in a loss of seniority. This is most iniquitous, and should be remedied immediately. No man should be meted out with double punishment, and if a fine is imposed, a loss of seniority should not follow.

We would request that the system of fining employees be substituted by that of the award of marks, as obtains on the Burma railways. We feel that this would be a far more satisfactory system to the employees, while meeting the same purposes of exercising discipline, and as a means of correction.

We understand that the railway utilizes fines for the following objects :—  
(1) Contributions to hospitals that give treatment to sick employees, and for anti-rabic treatment. (2) Children's treats and Christmas sports. (3) Educational grants. (4) Distribution of prizes to children in railway schools. (5) First-aid to the injured. (6) Athletic sports, football, boxing and hockey, tennis, etc., also tournaments connected therewith. (7) Recreation clubs. (8) Friend-in-Need society. (9) Occasional disbursements to retired staff or their dependants who from various causes may become indigent.

We much appreciate the scope of distribution from the fine fund, but a statement of the distribution to the various funds would be interesting. We know of no cases of disbursements to retired staff, or their dependants, who from various causes, may become indigent (clause 9). We should like to see more money spent from this fund towards educational grants to the children of employees. We are grateful for the

generous grants by the administration for children's treats and Christmas sports, but we feel that the grant under this head may be reduced, and instead, spent in increasing educational grants. We would suggest this to the administration.

*Insolvency Act.*—The custom on the M. & S.M. Railway is to dismiss a man if he takes the insolvency act. While the principle here involved may be supported, we feel that the railway should deal with such cases on their merits, and that where a man has been obliged to become insolvent, for other reasons than extravagant living on his part, the circumstances of the case should be considered, and in such a case a man not sent further downhill, by depriving him of his livelihood.

29. *Education.*—During the year 1928-29, the railway spent Rs. 53,008 on the maintenance of European and Anglo-Indian schools, while only Rs. 2,406 was given in grants-in-aid. We believe that the amount of money spent by this railway for the education of the children of the Anglo-Indian and domiciled European employees is much below that spent by other railways. It will be seen that over Rs. 50,000 have been spent on the upkeep of railway schools, but the standard of education imparted through these schools is nowhere on the same level of efficiency as that of outside schools in the Presidency. This is proved by the fact that a child sent from a railway school to a public school is placed in a lower standard to that which it held in the railway school. Furthermore, according to the existing rules, boys are compelled to leave school at the age of 13. At this age, a boy has reached the sixth standard, and is debarred from becoming an apprentice with this standard of education, nothing lower than a seventh standard certificate being required to enter the locomotive department, 3rd grade. It will, therefore, be seen that parents have to send their sons to an outside school to finish their education, and it is not an easy matter to get a grant-in-aid from the railway. There are no published rules or conditions known to the employee to determine the allocation of these grants-in-aid. There is so much uncertainty of an application for a grant-in-aid being sanctioned—and such sanction is a very rare event—that parents are quite unable to make suitable arrangements for the continuation of the education of their children, and this in the majority of cases leads to the premature termination of their education. We would urge as a remedy :—(a) That the railway build two large central schools, one for boys, and the other for girls, on up-to-date lines, and provide first-class education, teaching up to the high school, or (b) Curtail the expenditure on railway schools, by limiting these to the primary grades, and thereby providing more funds for grants-in-aid.

While making these recommendations, we are not unconscious of the fact that to-day there is a scheme before the railway board for the revision of facilities for the education of children of railway employees. We are guided by the resolution passed at the annual general meeting of the Anglo-Indian and Domiciled European Association, All-India and Burma, held on the 12th and 13th July, 1929, in this matter, and with the views expressed in the letter from the general secretary of this association, to the secretary of the railway board, Simla, a copy of which was given as an appendix to Colonel Gidney's interim memorandum, presented to the Commission at Delhi.

30. *Rules.*—We would ask that all rules governing leave, furlough, provident fund, gratuity, pay, allowances, passes, etc., as well as all rules an employee of the railway is supposed to know, be reproduced in simple language, and published in pamphlet form, and be issued to every employee. Such books should also be reproduced in the five languages current on the railway.

#### APPENDIX I.

##### TICKET COLLECTORS.

C Grade	..	..	..	..	..	25— 2½— 35
B	..	..	..	..	..	40— 3 — 55
A	..	..	..	..	..	60— 5 — 80

##### INSPECTORS.

Junior Inspectors	..	..	..	..	90— 5 —120
Senior	..	..	..	..	130—10 —190
Chief	..	(one appointment)	..	..	240—15 —300

## APPENDIX II.

Form G. 43.

.....Department.

Dated.....192 .

## SERVICE AGREEMENT

of

Name..... Father's Name.....  
withTHE MADRAS AND SOUTHERN MAHRATTA RAILWAY COMPANY  
LIMITED,

(Incorporated in England.)

*and having their principal Office in India, at Park Town, Madras.*

I.....aged on this date.....  
years.....months.....days whose service with the Madras and Southern  
Mahratta Railway Company dated from.....  
agree to serve the Madras and Southern Mahratta Railway Company upon the follow-  
ing conditions and terms :—

(1) That I shall faithfully and diligently employ myself in the service of the Com-  
pany as ..... or in such other capacity,  
at such place or places as may be required by the Company's Agent in India for the  
time being, or other officer appointed by such agent in that behalf.

(2) That I shall not engage in any service, or business, other than that of the  
Company without the permission of the agent through the head of my department.

(3) That I engage to have no monetary transactions or otherwise place myself  
under pecuniary obligations to any other servant of the Company subject to my  
authority or to others with whom I have business relations; and that in the event  
of my finding myself at any time in a position to exercise official influence or authority  
over any person to whom I am under pecuniary obligations I shall immediately report  
the matter to my official superior.

(4) That I hereby bind myself to obey and abide by all the instructions and regu-  
lations contained in the General Rules for Indian Railways, the Subsidiary Working  
Rules and all regulations in force that affect my duties and work, and by any further  
instructions that may from time to time be issued by any person duly placed in  
authority over me.

(5) That I hereby acknowledge to have received a copy of the General Rules  
for Indian Railways and that I recognize my responsibility to enquire for and obtain  
such books as appertain to my work.

(6) That I admit my liability to fines or reductions for any breaches of rules,  
misconduct, negligence, etc., on my part and agree to the conditions laid down in  
the Government of India P. W. D. Circular No. XXIII Railway, dated 25th July,  
1883, which reads as follows :—

"The practice of departmental fining rests on a perfectly legal basis and needs  
no statutory authority. All that is necessary is that the railway authorities should  
bring clearly to the knowledge of every servant the conditions under which he serves  
one of which is his liability to fine or deduction from salary or wages for breaches  
of rule or discipline. If any servant demurs to this condition he should not be engaged  
or, if already in service, should no longer be employed."

(7) That my engagement shall be for a term of three months certain on probation,  
subject to the right of the Company to dispense with my services by summary  
dismissal and without compensation, at any time during the said term of three months  
if, in the opinion of the Company or its responsible officers, I am held to be unsuitable  
for their work, and thereafter my engagement shall be from month to month termin-  
able by one month's notice in writing on either side.

(8) That all claim to such notice from the Company shall be forfeited in the event  
of misconduct on my part.

(9) That I clearly understand that the authority which appoints me has the power  
to dismiss me, for any reason which may to him appear sufficient.

(10) That should I cease work without giving due notice or intimidate any  
person or persons in the service of the Company or conspire with other persons  
employed in the service of the Company against the Company in any way, I may be  
summarily dismissed, and shall forfeit all wages then accrued due to me.

(11) That I agree to subscribe to the Madras and Southern Mahratta Railway  
Provident Fund Institution, and be bound by the Rules and Regulations of the same.

(12) That I understand that when Company's quarters are available I may be required to occupy them, paying for them the rent prescribed by the Company's Rent Rules in force for the time being.

(13) That if, at the termination of my service with the Company, I shall be indebted to the Company or to the railway institutes, schools, the Madras and Southern Mahratta Railway Employees' Urban Bank, the Co-operative Society or to any other institution connected with the Company, or to the Company on any other account whatsoever, the amount of my indebtedness shall be deducted from the amount due to me from my security deposit (if any) or from the railway fund or from any salary, or other moneys payable to me by the Company.

### APPENDIX III.

Form G. 43-A.

Dated.....193 . . . . . Department.

#### FOR WORKSHOP EMPLOYEES SERVICE AGREEMENT

of

Name..... Father's Name.....  
with

THE MADRAS AND SOUTHERN MAHRATTA RAILWAY COMPANY  
LIMITED.

I.....aged on this date.....  
years.....months.....days whose service with the  
Madras and Southern Mahratta Railway Company dates from.....  
.....agree to serve the Madras and  
Southern Mahratta Company upon the following conditions and terms :—

(1) That I shall faithfully and diligently employ myself in the service of the Company as  
or in such other capacity, at such place or places as may be required by the Company's Agent in India for the time being, or other officer appointed by such agent in that behalf.

(2) That I shall not engage in any service or business other than that of the Company without the permission of the Agent through the head of my department.

(3) That I engage to have no monetary transactions or otherwise place myself under pecuniary obligations to any other servant of the Company subject to my authority or to others with whom I have business relations ; and that in the event of my finding myself at any time in a position to exercise official influence or authority over any person to whom I am under pecuniary obligations I shall immediately report the matter to my official superior.

(4) That I hereby bind myself to obey and abide by all the instructions and regulations contained in the General Rules for Indian Railways, the Subsidiary Working Rules and all regulations in force that affect my duties and work, and by any further instructions that may from time to time be issued by any person duly placed in authority over me.

(5) That I admit my liability to fines or reductions for any breaches of rules, misconduct, negligence, etc., on my part and agree to the conditions laid down in the Government of India P. W. D. Circular No. XXIII Railway, dated 25th July, 1883, which reads as follows :—

“ The practice of departmental fining rests on a perfectly legal basis and needs no statutory authority. All that is necessary is that railway authorities should bring clearly to the knowledge of every servant the conditions under which he serves, one of which is his liability to fine or deduction from salary or wages for breaches of rule or discipline.”

If any servant demurs to this condition he should not be engaged, or if already in service, should no longer be employed.

(6) That my engagement shall be for a term of three months certain on probation, subject to the right of the Company to dispense with my services by summary dismissal and without compensation, at any time during the said term of three months if, in the opinion of the Company or its responsible officers, I am held to be unsuitable for their work, and thereafter my engagement shall be from month to month terminable by one month's notice in writing on either side.



(7) That all claim to such notice from the Company shall be forfeited in the event of misconduct on my part.

(8) That I clearly understand that the authority which appoints me has the power to dismiss me, for any reason which may to him appear sufficient.

(9) That I agree to subscribe to the Madras and Southern Mahratta Provident Fund Institution and to be bound by the rules and regulations of the same.

*Note with reference to above Memorandum.*

Thirty-nine Anglo-Indian members of the ticket checking staff have sent a memorandum signed by them in the following terms:—"The memorandum of grievances supposed to have been submitted by the Anglo-Indian Association to the Whitley Commission on behalf of the ticketing staff of the Madras and Southern Mahratta Railway is not with our consent and knowledge.

## ALL-INDIA RAILWAYMEN'S FEDERATION.

### I.—Recruitment.

1. Railway labour in India in the subordinate and inferior services is mostly Indian, and in the superior services mostly foreign. In 1928-29 there were 1,516 European gazetted officers out of a total 2,073 on Class I railways. Of late there has been noteworthy increase of Chinese labour in the railway workshops of Bengal, especially at Liloah. In Assam and Burma most of the labour is imported from India.

The tendencies of migration as observed in Chapter III of Volume I of census report of India, 1921, are also prevalent in regard to Indian Labour on railways and among the provinces which largely send emigrants to other provinces may be mentioned Bihar and Orissa, United Provinces, Bengal, Madras, Punjab, etc. Staff employed in the commercial transportation, running and some other departments are liable to periodical transfers from one province to another in the ordinary routine working of the railways which generally run through several provinces and states. Accordingly, this fact affects the composition of labour employed on the railways in the several provinces.

1. (i) The extent of contact with villages is dependent on the amount of leave granted and passes issued. The low paid staff do not enjoy to an equal extent the benefit of leave and passes as other staff, and accordingly their contact with villages is restricted, e.g., M. & S.M. Railway does not issue passes to low paid staff over 100 miles on the homeline, unlike other railways. European labour on the railways enjoy comparatively liberal privileges in respect of leave, passage, etc.

(ii) According to the Railway Board's administration report for 1928-29, on class I railways, there were 2,073 gazetted officers of whom 1,516 were European, 8,757 subordinates drawing Rs. 250 or over, of whom there were 2,045 Europeans, and 286,021 employees drawing less than Rs. 250 p.m., including 284 Europeans. In 1927-28, 800,102 employees were employed on Indian railways and the number of foreign workers was more than 5,110.

3. Except those who are not members of the provident fund institution, all railway employees are required to execute service agreements and pass medical examination at the time of appointment. According to the terms of service agreement, the staff bind themselves—

(1) to be discharged with a month's notice or pay, without reasons, or to be dismissed without notice or compensation, for reasons deemed sufficient by the dismissing authority ;

(2) to be fined or deducted any dues from the salary ;

(3) to be prepared to undergo vaccination if called upon to do so ;

(4) to join any institutes, if so required by the railway ;

(5) not to seek service elsewhere without the permission of the railway ;

(6) not to engage directly or indirectly in any service, business calling or occupation of any kind other than that of the company, etc.

It is noteworthy that some railways like E.I. Railway, R. & K. Railway, B. & N.W. Railway, while requiring employees to leave service only after a month's notice according to agreement, reserve themselves the right of discharge without a month's notice.

In the case of Europeans and Anglo-Indians, they are further compelled, according to the special terms of agreement, to become members of Auxiliary Military Force of India (which may be used against their Indian comrades in times of labour unrest).

It may be remarked that all the railways in India have almost the same or similar agreement forms, while differing widely in other service conditions.

In regard to recruitment of staff for inferior and subordinate services generally the official under whom the vacancies occur is the appointing authority, but on N.W. Railway and E.B. Railway for certain departments and only for certain designations, selection boards exist for recruiting the staff. Recently on the Bengal-Nagpur Railway and later on the M. & S.M. Railway, soon after the block retrenchments in the locomotive and engineering shops respectively temporary employment bureaux to re-engage the retrenched in normal vacancies occurring in the shops have been constituted.

On the N.W. Railway there is no provision for labour representation in the selection boards, labour bureaux and the labour exchange.

The N.W. Railway selection boards, which generally consist of three officials, charge a fee of Re. 1 from each of the candidates seeking employment. The N.W. Railway workshops labour bureaux do not offer employment for ex-employees of the railway who have been discharged or dismissed or have resigned. This is indeed a hardship.

On the E.B. Railway there is a traffic selection committee which determines new appointments in the following categories :—

Signallers, assistant station masters, station clerks, ticket collectors office clerks, yard foremen, junior traffic inspectors. The four officers constituting the committee give votes in respect of each of the candidates, and those securing the highest number of votes are appointed.

Recruitment of a portion of skilled labour of the workshops from the apprentices trained by the railways is a general feature common to all railways except Rohilkund and Kumaon Railway, but the training given to apprentices is not of the same standard and defective in certain railways like B.N. Railway. There is no guarantee of appointment for apprentices which fact discourages the best type of men from undergoing the apprentice courses.

Except E.B. and S.I. Railways all railways provide facilities for giving training for the posts of signallers and assistant station masters, but the selection of candidates for training is left to the discretion of a single official and leaves much room for improvement.

One of the common complaints made by the railwaymen is the frequent direct recruitment of new staff in higher grades or on higher pay, to the prejudice of existing men. Generally no competitive tests are held when direct recruitment takes place.

There is no co-ordination in regard to employment of new staff between various departments of a railway on the one hand and between various railways on the other with the result that when surplus staff exists in one department vacancies which could be suitably filled by the surplus or the retrenched of other departments are allowed to be filled up by raw recruits. The N.W. Railway labour exchange is a step in the right direction.

The method of recruitment of staff by a single official has led to frequent complaints of jobbery, bribery, etc., especially in regard to workshops and engineering labour, and not infrequently even to clerical staff. Sometimes staff are employed on certain railways like B.N. Railway and M.S.M. Railway on wrong designations, and subjected to conditions of service different from those for the actual work done, e.g., B.N. railway clerks in electrical department designated as daily rated fitters, despatchers, etc., turners working as fitters, etc. Besides this there is racial discrimination in recruitment, so that certain posts have never been filled by Indians on the railways.

All this could be prevented if recruitment is made by a properly constituted employment agency :—

Although Government of India have ratified Washington Convention re unemployment, requiring the Government—

“to establish a system of free public employment agencies under the control of the central authority, and to appoint committees, including representatives of employers and workers to advise on matters concerning the operation of these agencies.”

No tangible measures have been taken in this direction even in regard to railway services which are mostly State-owned.

The following reforms should be introduced by legislation :—

(1) Establishment of free public employment agencies, including equal employer and workers' union representation on each railway, with branches where necessary, and a central exchange co-ordinating the activities of all the railway employment bureaux.

(2) Penalizing recruitment other than through the employment agencies.

(3) Trade tests and competitive examinations to be conducted by an impartial and competent body.

(4) Abolition of racial discrimination.

(5) Full enforcement of Washington Convention re unemployment. The occurrences of vacancies should be well advertised.

4. Statistics regarding the number of employees generally living apart from their families are not available, but in Assam and Burma, many railway employees are obliged to live separate from their families and among those who are unable to obtain suitable quarters for their families, this evil exists considerably.

7. The terms of service agreement required to be executed by the railway employees leave no protection against unfair discharge or dismissal. No statistics of the unfairly discharged or dismissed can be reliable unless laboriously investigated by joint committees of the railways and the respective unions. There is a strong feeling among the railway employees against the arbitrary system of discharging employees without proper enquiry.

The Railway Board, as a result of representations made by the All-India Railway-men's Federation, have recently issued a circular regarding the rules regulating the discharge and dismissal of railway employees on the State-managed railways. This circular is unsatisfactory in many respects and perpetuates the service bond by which employees can be discharged or dismissed without reasons. Secondly, the method of enquiry in regard to discharge cases is left entirely to the option of the competent authority and employees are not assured of a fair defence by themselves or through their representatives in every case of contemplated discharge or dismissal. Thirdly, right of appeal to the Railway Board is recognized only in dismissal cases involving forfeiture of provident fund bonus and not gratuity, and an appeal against a discharge or dismissal can be made only to the next higher authority and not up to the highest authority. There is no protection given to the workers against unfair punishment and accusations which may lead to discharge or dismissal by giving him benefit of producing defence. It is regrettable that the Federation was not at all consulted before issuing these rules. The so-called welfare or staff committees formed on the railways as rivals to the existing trade unions do not afford a satisfactory protection for the workers against unfair discharge or dismissal. The company-managed State railway are not obliged to follow the Railway Board's circular.

The remedies suggested to minimize this evil are :—

(1) Abolition of service bonds.

(2) Recognition of the right of defence of the workers before inflicting any punishment, by themselves or through their union, and the recognition of the incidental right of access to official records and evidence for the purpose of proper defence.

(3) The right of appeal up to the highest authority—personally or through the unions.

Further amendment of Public Servants (Inquiries) Act of 1850 suitably so as to deal with all cases of contemplated discharge or dismissal of all railway servants on the application of the accused will further mitigate the evil of insecurity of service.

(ii) (a) Of late unemployment caused by retrenchments on the railways is becoming serious. Owing to there being no statutory obligation imposed on the employers to supply statistics of unemployment, exact figures are very difficult to procure. The Government maintains an indifferent attitude on the problem. The workers organizations are not fully supplied with information to appreciate the employers position in regard to retrenchments and the policy of giving out on contract certain works hitherto done in the railway workshops, has also been instrumental for retrenchment of a considerable number of employees. For example on the B.N. Railway manufacturing work such as loco. spares iron and brass castings and forgings and cylinders, etc., hitherto done by the railway was recently given on contract to private firms like Angus Standard Wagon, Burn & Co., etc., resulting in the closing of a portion of work of foundry, bolt, nut and rivet manufacturing work at Khargpur. On the M. & S.M. contract of work given to Messrs Burn & Co., Bengal Iron and Steel Co., etc., was responsible for discharge of more than 300 employees.

The Raven committee, in paragraph 462 of their report stated :—

"Repairs and manufacture are so much intertwined and delays in supplies by outside firms are so disastrous to economical working that this (manufacture in the State railway workshops of all their requirements of spare parts of rolling stock) is the correct course to follow. Further, railway workshops are in a position to command cheap labour and lower rates for raw material at the expenditure of smaller overhead charges and can defy competition from private firms."

In para. 399, the committee stated, "assuming equal efficiency of organization and control on either side, all the elements of cost such as labour, materials and oncost have necessarily a tendency to be lower in a railway workshop than in a private workshop." Yet the policy of giving out on contract, manufacturing work, has been continued for reasons best known to the authors. Abandonment of this policy would minimise retrenchments on the railways. Block retrenchments should be avoided and surplus labour should be absorbed in normal vacancies.

Recently, rigour of medical examinations for the traffic, running staff, etc., has been increased with the result that compulsory retirement under this head is increasing in number. The employees have no right of reference to independent and competent medical opinion and the medical tests, it is felt, should be modified reasonably on the basis of prevailing practice in other countries.

(b) Willing retirement, on account of the prevailing scarcity of employment, is few and far between. When employees are greatly indebted, there is a temptation on the part of some of them to retire to enable withdrawing of provident fund dues to repay the loans and seek employment again. Sometimes employees are forced to resign on pain of compulsory discharge or dismissal, involving forfeiture of gratuity, etc.

In regard to the unemployment question, it is necessary to point out that the Government of India have made no satisfactory attempts to carry out their obligations incurred by ratifying Washington Unemployment Convention on 14th July, 1921. According to Article 2 of the said convention, "Each member which ratifies the convention shall establish a system of free public employment agencies under the control of a central authority. Committees which shall include representatives of employers and workers, shall be appointed to advise on matter concerning the carrying on of these agencies.

"Where both public and private free employment agencies exist, steps shall be taken to co-ordinate the operations of such agencies on a national scale.

"The operations of the various national system shall be co-ordinated by the International Labour Office in agreement with the countries concerned."

In the International Labour Conference which opened on the 26th May, 1926, a resolution concerning unemployment was passed recommending *inter alia* "creation of unemployment insurance and public unemployment exchange systems and international co-ordination of these national systems, particularly for the collective recruiting of workers for employment abroad and organization of public works, so as to counteract the fluctuations of private business."

Unfortunately, the Government of India have not even enforced the ratified Washington Unemployment Convention. The local Governments have advised the Central Government, that the establishment of public employment agencies would serve no useful purpose. This sort of attitude displayed in regard to enforcement of ratified conventions of the International Labour Organization of Geneva, has been most discouraging.

(iv) Some sort of compulsory unemployment insurance for all railway employees is required and it may be stated that an employee's contribution towards Unemployment Insurance Fund in England is only about 7d. a week, i.e., something less than Rs. 2 a month, for a weekly benefit of 18s. or Rs. 12 per male, excluding dependants. The period of unemployment may be considerably decreased by readjusting surplus labour in various Government and other services and undertaking public works as recommended in the Washington Convention.

8. Reliable figures regarding labour "turnover" are not obtainable by workers' organizations. Where no provision exists for leave reserve, as is the case generally with most of the categories of employment, "turn-over" percentage would appear to be abnormal whereas in fact the worker may be reasonably absent for legitimate purposes such as sickness, urgent private business, etc. Statistics regarding the average duration of employment may be obtained from the audit departments of the railways where gratuity and provident fund dues are checked.

According to the Raven Committee's report, average daily absence percentage in the various railway workshops, was as follows in 1926 and there has been considerable improvement of late :—

	Average daily absence percentage.	Average labour turnover percentage.
<b>Eastern Bengal Railway :—</b>		
Kancharapara .. ..	13	43
Saidpur .. ..	8	12
Dacca .. ..	7	14
<b>East Indian Railway :—</b>		
Jamalpur .. ..	8	8
<b>Oudh and Rohilkhand Rly :—</b>		
Lucknow .. ..	7	15
<b>Great Indian Peninsula Rly :—</b>		
Parel .. ..	15	39
Jhansi .. ..	13	17
<b>North Western Railway :—</b>		
Moghalpura .. ..	9	9
Karachi .. ..	4	11
Rawalpindi .. ..	7	16
Sukkur .. ..	8	21

It may be added that the ratio of unauthorised absence to the total strength is very considerably below these figures as absentees without proper reasons are discharged.

9. Apprentices Act, passed in 1850, " for better enabling children, and especially orphans and poor children brought up by public charity, to learn trades, crafts and employments by which when they come to full age, they may gain a livelihood " empowers any magistrate or justice of peace, to act with all the powers of a guardian under the Act on behalf of any orphan or poor child abandoned by its parents, or of any child convicted before him or any other magistrate, of vagrancy or the commission of any petty offence. This Act seems not to have been availed of in regard to apprentices in the railways and it is to be hoped that the provisions of this Act, may be usefully applied for reformatory institutions and child welfare work.

## II.—Staff Organisation.

10. Presumably, the memorandum submitted by each of the railways contains necessary information.

11. Managing staff are generally selected among the senior heads of departments or divisions. As yet there has been no Indian agent on any of the class I railways.

12. (i) The scheme of recruitment and training of railway officers in India, as followed by the railway board in regard to State-managed railways, is described in the railway board's administration reports issued from 1925-26. Attention must be drawn to the insufficient number of Indian recruits taken for the vacancies in gazetted officers' posts in the mechanical department. In the year 1925-26, in the 24 vacancies filled during the year in this department, only 6 statutory Indians were appointed. In 1927-28, the corresponding number of statutory Indians appointed was 4 out of 22 appointed on the State-managed railways while the corresponding figure was 3 out of 14 appointed on the company-managed railways. The percentage of Indians in this department requires speeding up. It should be possible to fill up almost all the vacancies with statutory Indians, by increasing the number of recruits taken for training, especially in the mechanical department and facilities for training in India leave much room for improvement. The company-managed railways are worse than the State-managed railways in regard to enforcement of the policy of Indianization.

Facilities exist on certain railways for training candidates for the following subordinate supervising posts :—

S.M.'s, A.S.M.'s, permanent way inspectors, train examiners and chargemen in the workshops.

S.M.'s and A.S.M.'s, are recruited from the signallers and additional training given on the railways in the respective training schools except E.B. & S.I. Railways.

Train examiners' course extends over a period of five years on the N.W.R., G.I.P., M. & S.M. Railways, whereas on the E.I. Railway and B.N. Railway, three years' course is deemed sufficient and candidates in all cases are required to have studied up to matriculation examination.

Regarding permanent way inspectors, training is given on N.W.E.B., Rohilkand and Kumaon Railways for four years to selected candidates who have studied up to matric or middle school standard in the case of R. & K. Railway. The latter-mentioned railway also offers courses for sub-permanent way inspectors for three years.

In regard to recruitment of supervising staff for the workshops the apprentices are given apparently training of not uniform standard in the various railways as can be seen from the following :—

Age.	Railway.	Training.	Qualification.
Between 16 and 18 years	On G.I.P. Rly.	Four years' combined theoretical and practical training.	VII standard.
Between 16 and 19 years	On E.I. Rly.	Five years' combined theoretical and practical training.	Matriculation.
Between 16 and 18 years	On E.B. Rly.	Six years' combined theoretical and practical training.	Board of control.
	On N.W. Rly.	Five years' course consisting of 1½ years in engineering college and 3½ years practical training in work shops.	B. class Engineering college, Lahore.
Between 17 and 18 years	On Burma Rly.	Five years' course consisting of equal period of practical and theoretical training alternately.	European VII standard.
Between 18 and 20 years	On S.I. Rly.	Five years' course with no special theoretical training.	S.S.L.C.
Between 16 and 19 years	On B.N. Rly.	Five years' course with attendance at a night school for European and Anglo-Indians only.	Board of control.
	On B.N.W. Rly.	Five years with a little theoretical training for European and Anglo-Indian only.	Kelimpong industrial home.
	ON M. & S.M. Rly.	Five years' combined theoretical and practical course.	Matric or S.S. L.C.
Between 16 and 18 years	On B.B. & C.I. Rly. Metre gauge.	Five years' combined theoretical and practical course mainly European and Anglo-Indian.	Junior, Cambridge.

There prevails a good deal of direct recruitment for the ranks of subordinate supervising staff and there also exists racial discrimination.

Covenanted staff are recruited from foreign countries. On E.B. Railway, in the traffic department, promotion to certain higher posts are made by traffic selection committee already referred to in item No. (3).

(ii) Unfortunately there exist few facilities for the intelligent and hard working low paid workmen to rise to the highest posts on the railway. Certain locomotive running staff on A.B.N.W. and other railways draw higher pay if they learn English.

15. Company-managed railways are biggest contractors for Government in India. The policy of giving out on contract, work hitherto done in the railway workshops, has been already mentioned. B.N.W. Railway gave out the following on contract last year :—Repairs to engines and engine tenders, building and painting wagons, coaching stock, etc. In the locomotive department of some railways, picking cinders, coaling of engines, etc., are through contractors. Refreshment rooms are run by

contractors on railways like E.B. Railway. Manufacture of locomotives is not being done in any of the large workshops in India except certain parts to a very small extent at Tatanagar. Certain works of engineering department are done by contractors. Invariably no control is exercised over the working conditions of contractors' labour staff.

### III.—Housing.

16. Only a fraction of railway employees are provided with rail quarters. Railway servants are subject to frequent transfers and their stay at any particular station being only temporary, they stand in need of suitable quarters which cannot be provided always from private enterprise or other sources. Especially shift-duty staff and those liable to be called upon for duty at any uncertain hour like train examining staff are not all provided with quarters near the place of work. The quarters of the railway employees require to be as near as possible to their place of work to avoid unnecessary addition to the long hours the workers are on call or duty.

17. Facilities offered by the railways for acquisition of land for workers houses are practically nil.

18. The vast majority of staff are housed in one room tenements. There prevails racial discrimination as on the Bengal-Nagpur Railway in regard to types of quarters allotted to employees. This could be glaringly perceived by a visit to some railway colonies like Kharagpur, Lilooah, etc.

One room tenements allotted to Indian employees serve the purpose of kitchen, living room, etc. It would be instructive if census of various types of quarters allotted to employees with expenditure incurred thereon were taken. Most of the quarters provide no arrangements for adequate lighting, conservancy and water supply and apparently are not designed from a health point of view.

19. The workers fully avail themselves of the housing accommodation provided by the railways however unsatisfactory they may be.

20. The rents are charged on room or floor basis subject to a maximum of 10 per cent. House allowance in lieu of free quarters is granted on the same basis except in regard to E.I. Railway staff who were employees of the company. In the latter case, eligible employees are granted house allowance up to Rs. 3 and less.

It is apprehended that rents will be recovered from all the railway employees hereafter, in accordance with the new policy of the Government. The class of employees who were provided with free quarters should not be deprived of the privilege and secondly the rules regarding free quarters should be standardized for all the railways on the basis of the most liberal practice prevailing.

21. Sub-letting is not generally permissible and is not a serious problem. Eviction under Section 108 of the Indian Railways Act is a serious evil and is resorted to break the morale of strikers as instanced in N.W.R.E.I. Railway and recent G.I.P strikes. The railways should not be empowered to use this section of the Act during strikes or when employees are in dispute with the administration.

22. Occupation of one room tenements by employees having large families is not conducive to the betterment of the moral condition of the workers and every quarter should possess adequate conservancy and water supply unlike the case in most of the quarters provided for low paid staff.

A good suggestion has been put by one of the affiliated unions in regard to provision of quarters for the employees. The railways are to finance the raising of adequate capital for building quarters for all staff willing to pay rents up to a maximum of 10 per cent. of their salary or 4 per cent. of the capital invested which may be less and the quarters should be built on the models suggested by a joint committee of employers, workers organisations and sanitary experts. As the interest of the capital will be mostly met by the workers the administration would be better able to defray the cost of maintenance and allowances for depreciation sinking fund, etc. It is expected that this scheme, if adopted, could be completed within two or three years.

An Act on the lines of the Cantonments Act with suitable modifications is necessary to empower station committees described below, health and sanitation of workers, colonies and dwellings.

### IV.—Health.

23. This question can be properly investigated by a special committee of independent medical experts.

24 to 26. Medical facilities as exist are very inadequate, and railway colonies like Khargpur, Golden Rock, etc., require Zenana hospitals. A singular feature in all the railways is the entire absence of lady doctors, with the result that Indian

women being generally averse to treatment by male doctors, are left without proper medical assistance. A reasonable population basis should be prescribed for opening dispensaries and Zenana hospitals with adequate medical and sanitary staff.

Incidentally it may be mentioned that on certain railways like G.I.P., B.N.R., S.I.R. station committees for certain places to deal with local matters affecting health, sanitation, housing, etc., of the staff exist, but the constitution of these committees is so official ridden that their usefulness is very much impaired. If these station committees are opened at every railway colony, and are made completely local self-governing bodies consisting of elected representatives, they will benefit the staff much.

Incidentally it is necessary to point out that the existing practice of compulsory counter signature by railway doctors of certificates issued by competent medical authorities is a serious hardship, in view of the railway doctors being railway servants, and subject to indirect official pressure. There should be an independent panel of doctors to whom a railway employee may appeal in case he feels aggrieved by the decision of railway doctors.

27. Nil.

28. Nil.

29. Workmen in paintshops, brass foundry, etc., in building construction by engineering department, telegraphists, firemen, etc., undoubtedly are subject to hard conditions and perhaps develop peculiar industrial diseases. Special investigation by independent medical experts is necessary. Industrial diseases suffered by railway men have not been investigated.

30. It is unfortunate that the Government have not ratified the International Labour Convention on the subject of sickness insurance. So far as the railways are concerned, this convention can be applied without much difficulty. It is necessary to state that the existing provision for sick leave to superior staff on the basis of fundamental rules should be extended to all railway employees without exception, as necessity for sick leave is felt by every employee. At present the low paid staff rarely get 15 days' leave with pay for the purpose of sickness, private business, etc. In view of few leave privileges, the low paid staff are tempted to work, although they are sick, to avoid loss of pay. Sickness insurance only to cases not covered by leave rules is necessary, but the amount of employees' contribution should not be such as to affect his daily standard of living, and in no case existing leave privileges curtailed. The question of migration does not present serious difficulty in regard to railway labour, which is not migratory. As there are many qualified medical practitioners without adequate employment, the question of paucity of medical men does not arise.

31. Although many women workers are employed on the railways, there is no maternity benefit scheme, but Bombay Maternity Benefit Act is a step in the right direction, and a similar scheme applicable for all railways deserves to be introduced and no contributions from the female workers should be levied.

#### V.—Welfare.

32. to 35. The welfare work undertaken by the railways for the benefit of their staff mainly consists of provision of institutes containing reading rooms and theatres and encouragement of sports. As regards institutes, unfortunately some railways go to the extent of providing more institutes for European and Anglo-Indian staff than for the Indian staff, as can be seen from the following :—

Railway.	No. of European Institutes.	No. of Indian Institutes.
Great Indian Peninsula Railway	27 ..	29
North Western Railway	32 ..	19
Rokilkand and Kumaon Railway	2 ..	1
Bengal-Nagpur Railway	14 ..	19
East Indian Railway	33 ..	28
Eastern Bengal Railway	11 ..	16
B. B. & C. I. Railway	17 ..	12
Madras and Southern Mahratta Railway	24 ..	7
Assam Bengal Railway	6 ..	10
Burma and South India Railways	15 ..	19

It will be observed that even State-managed railways like North Western and East Indian Railways provide more institutes for non-Indian staff than for Indian employees, who form the bulk of the total labour force. It is only G. I. P. Railway which has made an attempt to abolish racial discrimination by providing two institutes common to European and Indian employees. The railways, instead of providing



two institutes for separate communities at the same place, would do better in expending the same money for new institutes at places where they do not exist on a reasonable population basis. The equipment of Indian institutes on certain railways like M. & S.M. Railway is poor. In the latter-mentioned railway, some Indian institutes are nothing but improvised carriage bodies. All the institutes are mostly self-supporting.

Certain railways like M. & S.M. Railway do not even institute cinema shows as on other railways. It is very essential that welfare funds should be jointly administered by a committee of the railways and the workers' organizations, without any tinge of racial discrimination, as observed in regard to institutes, guards' running rooms, etc.

It is apprehended that contribution from railway revenue towards welfare objects will in the near future be limited to a fixed sum not exceeding a rupee per head. As there are at present only about 8 lacs of employees on the railways, it would appear that not more than Rs. 8 lacs will be granted by the railways. If this sum were to include medical, education and sanitation grants, then it would mean a curtailment of the customary annual grant from revenue of about 90 lacs of rupees to 8 lacs. It is to be hoped that the proposed staff welfare fund will not have the effect of diminishing the usual grants contributed for medical, education and sanitation purposes.

36. See item No. 40.

37. See XII Wages.

38. In many railways, credit banks have been started for the benefit of the staff, but a general complaint against them is that they are subject to too much official interference, and if the banks are managed by employees exclusively, the usefulness of these institutions will be considerably enhanced.

Further, the railways should, as a rule, be willing to recover through salary bills or pay sheets dues from the employees for the welfare institutions started by workers' organizations.

A piece of legislation that will help the labourers considerably is the abolition of sale of liquor for railway employees.

## VI.—Education.

40. Mr. C. E. W. Jones's report on the expenditure of the railways on the education of the children of the railway employees in 1925-26 submitted to the Railway Board describes in full the facilities offered for general education of the employees' children.

The most noteworthy feature is the glaring racial discrimination observed in the matter of granting assistance to children of the railway employees.

The average expenditure incurred by the railways for educating a European pupil in a railway primary, middle and high school respectively (in 1925-26), was Rs. 57, Rs. 62 and Rs. 205 respectively, whereas the corresponding figure for an Indian child was Rs. 9, Rs. 14 and Rs. 19 respectively. With some exceptions, "railways spend more on European than on Indian schools."

The Railway Board have announced their intention of instituting a new policy of giving assistance for education without racial discrimination, and they propose to hand over the railway schools to the local Governments and confine granting of allowances to cases of employees who are unable to educate their children, for want of educational facilities at the stations where the workers are employed. The assistance will be limited up to middle school standard, and to the maximum of half the boarding and tuition fees.

The railway employees, as mentioned already, are subject to frequent transfers, and if their children are to be educated separate establishments have to be maintained by them and, therefore, in the present state of low wages, the railways should be able to fully finance the education in conjunction with the government of the children, especially of the low paid staff without any restriction. The number of passes issued for children must not be restrictive and by handing over railway schools to local Governments, a useful sphere of training future employees will be lost.

There are no facilities for education of children employed in factories.

There are few half-time workers on the railways and they belong to sweepers class and no facility is provided for the education.

As regards adult workers, some railways have provided adult schools for the running staff at a few running sheds to enable the illiterate locomotive men to learn enough to read the rules of the railway, and beyond this no attempt is made to give them general education.

41. In view of the wide illiteracy prevailing in the lowest ranks of railway service, the problem of industrial and vocational training is one of supreme importance to railway workers. The German state railways have well-developed institutions for vocational training, there being at every divisional management a special "Department for training, education and psycho-technics." Participation in vocational training is compulsory for all officials without exception and those manual workers the training of whom is in the interest of service. Training is given during hours of service. All careers are open to the manual workers.

There should be prescribed courses of study and training to be offered by the railways for every class of work and illiterate employees should be at least given primary education within the first few years of service during hours of work, with special allowances as inducement for voluntary study. The existing technical schools at Bombay, Jhansi, Moghalpura, Kancharapara, Jamalpur, Insein, Madras, etc., do not adequately meet the needs and technical education on railways should be standardized in the light of the best modern practice. Railway workshops offer a good place for imparting good practical training. It may be mentioned that the late Mr. Gokhale moved an amendment to the Factories Act of 1911 to compel employers to offer free education for half-timers for not less than three hours' a day. It is necessary that a similar amendment including adult illiterate workers should be incorporated in the present labour legislation.

42. There is a consensus of opinion that education of Indian workers will undoubtedly improve their efficiency and the standard of living is also raised.

### VII.—Safety.

43 to 50. The general and subsidiary rules of the Railways, Factories Act, Mines Act and Electricity Act contain provisions for accident prevention. Statistics regarding accidents are published in the Railway Board's administration report every year.

Certain railways like the Bengal-Nagpur Railway make it compulsory for important station staff to undergo training in first aid, and owing to paucity of factory inspectors, proper supervision is not practical in regard to enforcement of safety regulations.

There is necessity for institution of safety councils, consisting of representatives of the railway and works organizations to organize safety first campaign through magic lanterns, cinemas, etc.,. The G.I.P. Railway is the only railway which has made a notable attempt in this direction, but the representation should be through unions and not independent of them.

In this connection it may be pointed out that the International Labour Conference of 1923 adopted a recommendation in regard to prevention of accidents, and in Part II (b) entitled "Safety" the following clause occurs in the said recommendation—"(c) that inspectors should encourage the collaboration of employers, managing staff and workers, for the promotion of personal caution, safety methods and the perfecting of safety equipment." The sub-committee of the International Labour Office resolved at its meeting, held between 11th to 13th May, 1925, that "regulations providing for preventive measures should wherever practicable be made in consultation with or be submitted before adoption to the representatives of the employers and workers' organizations concerned." The Grey report on "prevention of industrial accidents," issued by the International Labour Office says, "from the point of view of prevention of industrial accidents the participation in the inspection service of assistant inspectors recruited from the ranks of the workers is desirable, and that in the appointment of such officials regard should be had to the proposals of the trade unions."

In the circumstances, the federation desires that committees representative of the railway and unions should be formed at every centre co-ordinated by a central body of similar constitution, and that assistant factory inspectors nominated by the trade unions should be appointed to supervise the application of safety regulations, etc.

At every enquiry into an accident a trade union representative should be entitled to take part unlike the present practice.

### VIII.—Workmen's Compensation Act.

51. This Act has proved very useful to the workers and requires certain amendments to be of greater benefit. Most of the workers are illiterate and are ignorant of their claims under the Act so that their applications are delayed considerably and they become time-barred under the Act. Thus many possible claims are lost.

52. The Act should be extended to every occupation without restriction. At present employees like clerks who are permanently employed in any administrative district or sub-divisions of the railways are not eligible for any compensation under

the Act. Every worker including so called casual worker made to suffer by an accident should be eligible for compensation in the same way as those at present eligible for relief under the Act. So far as State railways are concerned, there is no fear of insolvency.

53. The scales of compensation provided in the Act are very inadequate. The recommendation adopted by the Seventh International Labour Conference laying down that two-thirds of the amount which the worker would have earned had he been not killed or incapacitated should be incorporated into the Indian Act. The waiting period should be reduced from ten days to three days and the principle of "dating back" should be adopted. There should be a distinct provision enabling the workman to select either a sub-contractor or contractor or principal for claiming compensation.

The question of industrial diseases should be thoroughly investigated by an independent medical research committee.

Place of accident should be no bar for compensation claim. The whole Act should be revised in the light of the most liberal legislation in other countries as the effect of the Act on production charges is according to authorities like Dr. Downey, inconsiderable.

### IX.—Hours.

#### A.—Factories.

55. Excluding overtime, the principal workshops with the exception of mill-wright shops and power house the various railways work as follows :—

	E.I.R.		S.I.R. and B.N.R.	O.R.R. (Lucknow) Burma, N.W.R. G.I.P.B.B.C.I. (Broad gauge).	E.B.R.	M. & S.M.R.
	Jamalpur.	Lilooah.				
Hours worked per week ..	45	42½	47	48	46	47½
Hours worked on Saturday	5	—	4½	5½-4 (O.R.R.)	6	—

E. I. Railway printing press is unique in using the full benefit of the Factories Act by working 60 hours per week. Locomotive running sheds have longer hours of duty and only a few of them are declared factories under the Act.

Actual hours worked in the above workshops are, however, longer on account of the practice of giving overtime the figures for which may be found from the Reports of Factory Inspectors of the respective provinces. In addition to this, account must be taken of the fact that most of the workers have to come from a long distance to their place of work, owing to lack of quarters near by and cases are not infrequent where workers start at 4 a.m. and return to their homes at about 7 p.m.

56. Except factories exempted according to provisions of the Factory Act every workshop is closed on Sundays.

57. The workers have been undoubtedly benefitted by the restriction of hours of working under the Act.

59. It will be observed that almost all the railways are able to manage with 48 hours working per week in the workshops, except in some cases, and the maximum hours of work per week under the Act should be reduced to 44 hours per week, as demanded by Jharia All-India Trade Union Congress, as otherwise the tendency would be to increase the hours of work to the maximum permitted by the Act.

60 and 61. The existing practice of granting intervals is limited to a period of 1 to 1½ hours per day for workers' meal times, and no other intervals in the working hours are granted for men fatigued by heavy work. Especially in regard to time fixing of piece-work jobs, no consideration is given to the necessity of giving adequate rest intervals to overcome fatigue.

Workers must be given some voice in choosing opening and the closing hours of the workshops.

Number of holidays including Sundays granted to workshops come to more than 75 days in the year, and most of the workshop men are daily rated, and lose their pay for the period. However, some paid holidays are granted as follows :—

	Burma	M. & S.M.				
	Railway.	and B.N.R.	E.B.R.	N.W.R.	A. & B.	
No. of paid holidays	Nil	14	20	17	6	
15 days for B.B. & C.I., G.I.P., E.I.R., R. & K., B.N.W.R.						

This divergency of practice on State-owned railways should be standardized at least on the basis of most liberal practice already recognized.

62. According to the Factories Act, persons holding positions of supervision or management are excluded from the operations of the Act. Supervising staff who perform duties other than mere supervision are liable to be excluded from the benefit of the Act. Clerks, accountants, etc., are also excluded by Bombay Government from the benefit of the Act. Apart from this, the power granted to local Governments to exempt factories from certain provisions of the Act is used without consultation with the workers' organizations. On the B.N. Railway certain staff of the electric power house, Gokulpur, are exempted from the provision of weekly rest day, and they are granted only one day's rest once in 13 days, thereby evading the requirement laid down by the local Government to grant two days' rest for every period of 14 continuous working days. Boiler attendants and engine drivers in the power house are treated as preparatory or intermittent workers. Exemptions under the Factory Act should be granted only by a standing committee of factory inspectors and representatives of the employer and workers' organizations, and must be subject to revision on the application of employees concerned.

The scope of the Act should be extended without exception to all carriage and locomotive sheds, permanent way gangs and transportation department. Minimum limit of 10 persons should be removed. Assistant factory inspectors should be appointed on the choice of the workers' organizations, as stated under the head Safety (VII), and the number of factory supervisors increased to enforce proper application of the Act.

#### C.—Railways.

73.—The hours of work of non-workshop staff on the railways is generally more. Except running staff and those subject to the Factories Act others do not get overtime. Generally on Sundays station staff shift duty staff have to perform double duty to change the shifts for three weeks in the month. Shift duty staff generally perform duty 8 hours, 12 hours or more. Many assistant station masters and some of their staff have to work night shift duties continuously throughout their service at some stations. Running staff on account of extra allowances granted are induced to overwork. Long hours of duty is one of the burning grievances of the railway employees.

74. On most of the railways all shift duty staff generally work every day in the week except once in a month, when they are granted 24 or more hours off. Even the few brought under the Washington and Geneva Conventions, do not all get the benefit of one complete rest day in the week, but are given weekly only about 24 hours off, beginning from certain fixed hours on the previous day.

75 to 77. Although the Government of India ratified Washington Hours Convention on 14th July, 1921, it has not yet been fully applied on even the State-managed railways, where no legislation is necessary for enforcement. Even overtime rates for working above the period of 50 hours in the week are not granted to most of the staff, excepting running staff and workshop staff. Delay in enforcement has meant loss of deserved overtime earnings. The workers' organizations have not been at all even formally consulted in the enforcement of the convention, and not even before drafting the present Bill before the Legislative Assembly. "Competent" authority consisting of the employers and employees should be set up to work the practical application of the Act. Distinction as "intermittent" complimentary or "preparatory works," "supervisor staff" has been made very unsatisfactory on arbitrary grounds. The attitude adopted by the Government in not yet enforcing a convention ratified some nine years ago is indicative of the general attitude towards labour questions. There is necessity for a provision in the proposed legislation to penalize any increase in existing hours of work for any of the railway employees. No worker who performs really intermittent duties should be asked to work more than 12 hours daily, and others more than eight hours. In the interest of the safety of the public, staff connected with the movement of trains should be asked to work less than eight hours during nights.

The Geneva weekly rest convention has fared a similar fate as Washington Convention, and no worker, however light his duties, should be deprived of the privilege of one complete rest day free from the cares of railway service. Unfortunately

many workers are to be excluded from the benefit of the proposed legislation, on the ground that they are intermittent workers. These conventions were framed some 10 years ago with special reference to India, and it is high time for the Government to lower the maximum limit from 60 hours a week to 44 hours a week.

No account is taken of the fatigue of the worker in determining working hours for various staff. Staff connected with the movement of trains do not enjoy any holidays. But certain shed staff and clerical staff are granted a portion of gazetted holidays.

### XII.—Wages.

96. Although most of the railways are State-owned and almost enjoy the position of a monopolist employer, the wages of the railway workers are not based on the principle of living wages. Certain grades are fixed for each designation, and men are blocked in the low maxima of the grades for years together on account of vacancies not occurring in the grades. The All-India Railwaymen's Federation has demanded a system of time scale of payment, which will ensure every employee putting in satisfactory service, a progressive increase in remuneration proportionate to increased family burdens, irrespective of vacancies occurring in the higher posts.

The following extract from the Raven's committee's report will show the average actual monthly wages received by workshop unskilled and skilled in the State railway workshops :—

#### Employees—

	Average Monthly Wages of			
	Skilled labour (carriage shop.)	Loco. shop.	Unskilled labour (carriage shop.)	Loco. shop.
<b>Easter Bengal Railway—</b>	Rs.	Rs.	Rs.	Rs.
Kancharapara .. .. .	29·4	35·5	10·3	13·5
Saidpur .. .. .	25·6	31·1	13·4	13·6
Dacca .. .. .	27·5	29·5	14·2	12·9
<b>East Indian Railway—</b>				
Lilooah .. .. .	27·0	—	20·0	—
Ondal .. .. .	36·3	—	10·0	—
Jamalapur .. .. .	—	20·6	—	15·6
<b>Oudh &amp; Rohilkand Railway—</b>				
Lucknow .. .. .	37·0	36·8	15·9	13·4
<b>Great Indian Peninsula Railway—</b>				
Jhansi .. .. .	—	34·0	—	17·8
Matunga .. .. .	51·0	—	28·7	—
Jhansi .. .. .	22·7	—	16·3	—
Parel .. .. .	—	53·6	—	28·4
<b>North Western Railway.</b>				
Moghalpura .. .. .	43·7	50·4	23·3	18·8
Karachi .. .. .	55·8	57·7	23·7	23·9
Kalka .. .. .	43·3	44·5	19·3	22·6
Sukkur .. .. .	39·4	47·8	21·8	20·0

The above will indicate the effect of wide differences in wage rates prevailing not only between various railways but also within the same railway even at the same place. The Eastern Bengal Railway pays more in locomotive shops than for corresponding labour in carriage shops, except at Dacca where the case is reverse in regard to unskilled labour. On the O.R. Railway carriage shops, labour is paid better than the locomotive shops. On the North Western Railway at Moghalpura and Sukkur while skilled labour is paid more, unskilled labour is paid less than corresponding labour in the carriage and wagon shops.

It would be indeed a bright picture if the minimum wages of unskilled workers is as much as indicated in the above table but unfortunately the minimum wages of the unskilled and clerical labour in the following railways are the following :—

Railway.	N.W.R.	E.I.R.	E.B.R.	G.I.P.	B.B. & C.I.
Loco., unskilled ..	8 as. p.d.	7 annas.	7 annas	6 annas.	7 annas.
Engineering gangmen	Rs. 13	Rs. 12	Rs. 13	Rs. 9	M.G. Rs.12 B.G. Rs.13
Clerical .. ..	Rs. 33	Rs. 28	Rs. 28	Rs. 40	Rs. 40
Signallers .. ..	Rs. 33	Rs. 30	Rs. 30	Rs. 45	Rs. 60

Railway.	B.N.R.	M.S.M.	S.I.R.	B.N.W.R.	N.G.S.R.
Loco., unskilled ..	As. 11	5½ annas.	9½ annas.	6½ annas.	5 annas
Engineering gangmen	Rs. 10	Rs. 10-8	Rs. 12	Rs. 8	Rs. 10
Clerical .. ..	Rs. 28	Rs. 17-8	Rs. 25	Rs. 18	Rs. 25
Signallers .. ..	Rs. 30	Rs. 25	Rs. 25	Rs. 20	Rs. 20

In various categories of employment, scales of pay are based expressly on racial grounds on railways like B.N. Railway, E.B. Railway, B.B.C.I., etc., and on other railways, the higher posts are practically the close preserves of non-Indian staff and capable Indian Staff are not promoted to those posts by alleging inefficiency, etc., without proper trial.

The Bengal Nagpur Railway Indian Labour Union have given instances of lady employees being paid more than Indian male employees performing the same job, on racial grounds.

The wages of clerical workers on the railways generally are far below the corresponding scales drawn by the same class of employees attached to Government examiners of the respective railways as can be seen from the following :—

Railway.	Scales for office of Government examiner.
M. & S.M. Railway.. ..	40-7-75-6-135-5-175 Railway clerks start on about Rs. 20 and rise to Rs. 50 after 11 years and are blocked.
B.N.W. and R. & K. Railways.	50-6-140-5-200 Railway clerks start on Rs. 18 to Rs. 20 and are blocked at Rs. 35 or Rs. 40 after 15 years' service.
A.B. Railway .. ..	60-8-220-20/5-240 Railway clerks start on Rs. 20 and are blocked at Rs. 30 and Rs. 40 within five to six years.

In more liberal railways, most of the clerks are blocked at Rs. 80 and this stands in complete contrast to the scales of upper division clerks of the Accountant-General, Post and Telegraphs. Their wages are based on time scale of pay as following :— Rs. 60-8-124-6-230 (with efficiency bars at Rs. 124 and Rs. 170).

As regards agricultural wages, it has to be pointed out that methods adopted in agriculture in India are very primitive and require application of scientific knowledge to increase production whereas the railways follow the latest developments abroad and therefore there can be no fair comparison between the wages of agricultural labourers and railway workers in India.

There is not much effective difference between money wages and money value of all earnings to the general body of railway workers in as much as railway workers have to incur not infrequently additional expenses, arising out of the peculiar nature of their calling.

The allowances and perquisites of the employees are not granted on the same basis to various staff and the low paid staff like the menials are not eligible to the same extent as others for passes, overtime, local allowance, etc.

Further the standard of allowances and pass rules differs on various railways and there is keen necessity for standardization on the basis of the most liberal practice prevailing and they should be uniformly applicable to all staff without distinction of

designation as menial or daily rated, etc. Some idea as to the effect of standardizing existing service rules as stated above can be had by a perusal of the following tables of some service rules as they would be, if standardized.

<i>Pass Rules.</i>	<i>Where existent.</i>
(1) Four single journey passes a month for those on and over Rs. 150.	E.B. Railway.
(2) Eight single journey passes a year for all those under Rs. 150 without any restriction.	"
(3) Inter-class passes for subordinate staff on Rs. 25 and upwards.	"
(4) Inter-class passes for others on Rs. 40 and upwards without distinction.	B.N. Railway.
(5) Second class passes for those on Rs. 100 p.m. and over ..	G.I.P. Railway.
(6) Second class passes for those over 15 years' service on Rs. 90 p.m., and over.	Burma Railway.
(7) One pass for employees retired after 15 to 20 years' service or their widows.	S.I. Railway.
Two passes for employees retired after 20 years' service	S.I. & B.N. Railway
Two passes for employees retired after 20 years' service and their widows.	S.I. Railway.
(8) Unlimited number of privilege tickets for railway employee himself, etc.	E.B. Railway.

<i>Leave Rules.</i>	
(1) Equal casual leave for all monthly rated staff .. ..	B.N. Railway.
(2) Casual leave for 15 days .. .. .	N.W. Railway.
(3) Twenty workshop paid holidays .. .. .	E.B. Railway.
(4) Accumulated leave for three months for menial staff ..	B.N. Railway.
(5) Other leave privileges equally for all monthly rated staff including menials.	B.N. Railway.
(6) Privilege and other leave as fundamental leave rules, etc.	G.I.P.E.I.R. E.B.R. & N.W.R.

<i>Travelling allowance rules.</i>	<i>Where prevalent.</i>
<b>Menials—</b>	
on Rs. 15 and less .. .. .	Rs. As.
over Rs. 15 .. .. .	— 5
	— 6
<b>Subordinates—</b>	
Rs. 50 and under .. .. .	— 12
Rs. 51 to Rs. 74 .. .. .	1 0
Rs. 75 to Rs. 100 .. .. .	1 8
Rs. 101 to Rs. 200 .. .. .	2 0
Rs. 201 to Rs. 300 .. .. .	3 8
	etc.
	State-managed railways.
	" " "
	State-managed railways.
	B.N. Railway.
	M.S.M. "
	" "

The above rules are based only on existing practice on various railways, similar instances may be multiplied.

97. Of late instead of increases, revision on some railways has meant reduction of the scales of pay. For example, the East Indian Railway made in 1928 notable reductions in the maxima and minima of various scales existing in 1926. The following are a few examples :—

<i>Designation.</i>	<i>Scale in 1926.</i>	<i>Present revised scale.</i>
	Rs.	Rs.
Drivers .. .. .	Minimum 45	40
	Maximum 60	50
Shunters .. .. .	Minimum 30	25
	Maximum 150	90
Guards .. .. .	Minimum 45	30
Guards conductor .. .. .	Maximum 200	180
Assistant station masters Grade I. ..	Minimum 300	260
	Maximum 350	280
Ticket examiners .. .. .	Minimum 40	28
Number takers .. .. .	Minimum 30	28
	Increase 4	3
	Maximum 70	67

Maxima and minima of various scales—*contd.*

Designation.	Scale in 1926.	Present revised scale.	
		Rs.	Rs.
Pointsmen .. .. .	Minimum	13	12
Weigh clerks .. .. .	Minimum	75	55
	Maximum	110	65
Ticket collectors .. .. .	Minimum	40	28
	Increase	4	2
	Maximum	60	50
Parcel loaders .. .. .	Rs. 80 5-110 etc.		Rs. 78-3-90

B.N. Railway has also recently effected certain reductions in the maxima of certain skilled labourers in the name of revision of grades

(iii) Except certain isolated enquiries conducted by Bombay labour office and at Rangoon, no scientific enquiry has yet been made into the cost of living of workers in this country.

99. Payment in kind on railways is chiefly confined to catering departments, and a notable instance is from B.N. Railway, where adult workers are paid from Rs. 3 to Rs. 5 per month, being fed while on duty.

101. In the foregoing pages it has been shown how wages are apparently fixed without any consistency. On the B.B. & C.I. Railway different scales prevail for broad gauge and metre gauge employees. Apart from this in the present State-managed railways leave, and some service rules are different for those who are former employees of the companies and those who are not. All these inequalities should be removed.

102. Except workshop and running staff, others do not get generally any overtime or extra remuneration for Sunday work. While on E.B. Railway some allowance is given to clerks required to work on Sundays or holidays, the same privilege is denied to B.N.R. employees. Such instances are many.

103. Extent of standization of wages is generally limited to same designation of same department of a particular railway, and there is not same standard of payment followed for different branches of railway work on the same railway, and more so as between different railways. What the Federation has been demanding is same standard of social justice as observed in the working conditions of same class of labour throughout the Indian railways, and this could be done only if service conditions of railway employees are regulated by or through a central body representative of all the interests involved.

104. Generally speaking, labour supply is always so much in excess of demand that wage changes affect little labour supply, and this fact alone can justify State intervention in consultation with workers' organizations, in regard to fixing of service conditions.

105. The minimum wages of various employees are very scandalously low. It has been already remarked that wages are fixed apparently in an arbitrary manner. It is unfortunate that the Government of India have not seen their way to ratify the minimum wages convention. Even the best paid concerns in this country are low paid, and no regard is paid to the question of living wages.

According to Bombay Labour Office enquiry the average workers' family consists of 4.2 persons or 3.40 adults. According to statistical Abstract for British India dieting charges and other expenses incurred on each convicted prisoner in 1924 amounted to Rs. 48.9 + 32.05 = Rs. 80.95 per annum and working on the same prison rations a typical workers' family will require about Rs. 23 per month, without any provision for education, recreation, etc. This stands in glaring contrast with the present minimum wages ranging between Rs. 8 and Rs. 13 for unskilled labour.

The effects of present low wage standard cannot but result in loss of efficiency and unproductive labour. In this connection, the following extract from "Bombay Labour Gazette" of April, 1925, containing the result of an enquiry to the calorific value of food of Indian workers conducted by the Parel Research Institute, requires careful notice:—

"The small consumption of milk, mostly adulterated and unwholesome, gives 16.6 grams as the average for an adult per day. The labourer tries to fill his stomach with the largest, and at the same time, cheapest calories, evidently not through choice but of necessity. It will also be observed that 2,450 calories contained in the food of an average worker consist of 1,963 calories from carbo-hydrates, 257 calories from fats, and 230 from proteins. The composition of the diet is deficient by 44 grams in weight of proteins or body building material, even if we assume that the 2,450 calories which it provides are sufficient for the body weight of the consumers. The diet is too bulky, and contains a very small amount of milk, butter and animal fat, and consequently does not give any appreciable power of endurance and resistance.



Up to 25 per cent. of the food calories should be from fat in a perfect diet 91.6 per cent. of the calories are derived from cereals and pulses, because they give an increase in quantity at the cheapest rate. The diet does not provide enough vitamins. The expenditure on food per adult male is only Rs. 7-5-11 per month in the working class budget enquiry. The labourer has thus very little choice in his food, because of his small earnings. The expenditure on food by the middle classes is Rs. 17-3-8 per month."

Even on the basis of this unsatisfactory diet standard, an average labourer and a middle class employee would be required to expend Rs.  $7-5-11 \times 3.4 =$  Rs. 25 nearly, and Rs. 58-9-3 on food alone, not to speak of expenditure for clothing, housing, etc. The demand for a minimum wage of Rs. 35 per mensem put by the All-India Railwaymen's Federation is not, it will be observed, unreasonable, and rather errs on the side of modesty. Similarly, the Federation demand for a minimum wage for middle class labour comprising of clerks, signallers, etc., is also very low. Yet the railway board have not seen their way to meet these modest demands.

There is a clear necessity of a statutory wages board consisting of representatives of railway and workers' organizations, assisted by medical experts, statisticians, etc. An extensive inquiry into the cost of decent living should be conducted in association with workers organizations. All facts concerning industry should be made known to the trade unions on request, so as to enable them to pitch their demands reasonably. Railways being directly or indirectly State-owned concerns should serve as model employers, and induce employers in agriculture and other industries to raise the present low standard of wages and consequent living of workers.

In fixing minimum wages regard must be paid to the necessity of provision for death, old age and premature retirement of workers.

The present gratuity and provident fund rules are so framed that they cannot be expected as a matter of course by the employees, because they are liable to be forfeited at the discretion of the employer. Secondly, all employees are not eligible for provident fund membership. Only since 1st August, 1928, S.I. Railway daily rated employees were made eligible for provident fund membership. The provident fund members are deducted 8½ per cent. of their wages, and the dues received at the time of retirement barely suffice for three or four years' maintenance, unlike the case of pensionable servants of the Government, who are not required to contribute anything.

The present value of a monthly pension of one rupee for life is as follows :—

Value.	Age.	Value.	Age.	Value.	Age.
Rs. 158.2	35 years	Rs. 141.6	43 years	Rs. 120.1	52 years
" 156.3	36 "	" 139.4	44 "	" 117.5	53 "
" 154.3	37 "	" 137.1	45 "	" 114.8	54 "
" 152.3	38 "	" 134.8	46 "	" 112.2	55 "
" 150.2	39 "	" 132.4	47 "		
" 148.1	40 "	" 130.0	48 "		
" 146	41 "	" 127.6	49 "		
" 143.8	42 "	" 125.1	50 "		
		" 122.6	51 "		

A railway employee after qualifying himself for maximum of 30 years' gratuity, retiring at the age of 55 years, for every Rs. 2 received by him at the time of his retirement, would receive a gratuity of Rs. 30 only, but if he were a Government pensionable servant, he would receive not less than Rs. 112.2, and more as stated in the above table up to Rs. 158.2.

The enclosed annexure (A)\* table gives a brief summary of the pension schemes in other countries and workers' share of contribution, except in the case of Holland and Czechoslovakia, is far below 8½ per cent. contributed by an Indian railwayman without corresponding benefit.

In England, according to National Insurance Act, 1924, and Unemployment Insurance Acts (1920-1925), an employee had to contribute about 4½d. + 4½d. + 7d. = 16d. every week in all towards health, pensions and unemployment insurance for sickness benefit of 15s. per week, a pension of 10s. a week for the widow, 7s. 6d. a week for the eldest child, old age pension of 10s. a week, and unemployment benefit of 18s. per week. Railway employees on Rs. 46 and more contribute the same amount as a typical English worker mentioned above, without any corresponding benefit.

A comprehensive compulsory insurance scheme preferably a group insurance scheme providing for sickness benefit not covered by sick leave rules, widows', orphans', old age pensions, unemployment, marriage and education of children, is an immediate necessity in this country, as is the case in other civilised countries, and employees should not be required to contribute more than their present provident fund subscriptions.

It may be of interest to state that according to report of the National Industrial Conference Board, New York, nearly 76·2 per cent. of public utility services in the states promoted group life insurance schemes, and from 33·3 per cent. to 43·8 per cent. of these services gave pensions, the average amount of pension per year being \$505·7.

Some such insurance schemes should be introduced without delay.

106. Figures regarding extent of fines inflicted every year and details regarding the transactions of fine funds used to be published for the information of public in the railway board's administration reports every year but since the last four or five years, this practice, for reasons best known, has been unfortunately discontinued, and thus useful public criticism avoided.

According to railway board's letter No. 1023-E., dated 25th August, 1925, it was stated "that the system of punishing by fines has already been abolished on State railways in respect of clerical and office staff", yet the practice remains. The pledge in this letter should be redeemed at least now.

The fine fund has to be controlled democratically by the affected staff for welfare objects but S.I. Railway appropriates fines levied on daily-rated staff to cost of works.

Legislation (1) fixing the maximum to 2 per cent. of monthly earnings as recognized by Fawcett committee for Bombay textile works; (2) requiring the employers to entrust the management of fine funds to employees and (3) further discouraging levying of fines by instituting a merit and demerit system by which employees are enabled to avoid fines by satisfactory work after a warning is required.

S.I. Railway agent justifies the system of fining on the ground that "it is recognized in administering the laws of the country" but the workers expect the same concession of right of fair trial and defence through chosen representatives before impartial tribunal before being condemned, as recognized to the worst accused in administering the laws of the country.

107. Generally, wages are paid monthly though rated otherwise, and on the S.I. Railway daily paid men in the mechanical departments are paid fortnightly. In this connection the following remarks of the Bombay Labour Gazette based on Parcel research enquiry committee's report deserve special attention.—

"The general tendency of the worker is to spend lavishly during the first week after the pay day and then gradually to curtail his expenditure until in the fourth week, his diet is quite inadequate"

In the circumstances, there is clear necessity for introduction of weekly payment legislation.

108. Extent of indebtedness of the workers in villages and industrial areas requires to be investigated by an economic enquiry committee. It is a truism that almost all the workers are heavily indebted. Some legislation fixing maximum of interest leviable on private loans to prevent usury and indemnifying the workers receiving below living wages, from attachment of their salaries will be of great benefit and will minimize the activities of greedy moneylenders.

109. N.W. Railway and G.I.P. Railway have introduced Rowan bonus system to certain jobs in the works and similarly M. & S.M. Railway has Halsay Weir bonus system for some of the workshopmen. B.N. Railway, E.B. Railway and some other railways have straight piece-work system. All piece-work jobs are unpopular on account of the arbitrary way in which time fixing for jobs is done. On B.N. Railway it was found although some workers were working honestly, they were losing up to 50 per cent. of their earnings while the favourite few earn abnormally. The workers have no voice in the time-fixing operations and workers unions are not consulted in fixing rates. The standard of average ability is not practically considered in these operations. There have been frequent complaints and even strikes have taken place on account of the way in which piece-work jobs are set in, without regard for fatigue, unexpected delays, etc., on the E.I. Railway and B.N. Railway, etc. Recently machine shop workers of the B.N. Railway at Kharagpur had to resort to strike to get the unsatisfactory system abolished.

110. Mention has been made already of the distinction made between menials daily-rated staff, etc., in regard to the granting of leave privileges. There is wide difference between recognized leave rules and granted leave rules owing to absence or inadequacy of leave reserve in most of the categories of employment. Leave rules should be uniform for all staff irrespective of designation and leave reserve should be at least 25 per cent.

111. As prevalent in some countries like Australia, Great Britain, etc., fair wages clause should be introduced in labour legislation of this country so that contract labour may not unfairly compete or otherwise lower the standard of living conditions of labour in state concerns. Company-managed railways should be required at least to have the minimum service conditions prevalent in State-managed railways.

**XIII.—Industrial Efficiency of Workers.**

113. Some of those who can speak with authority on Indian labour have testified to the fact that Indian labour is by no means inferior from the point of efficiency to foreign labour. In the opinion of Mr. T. W. Tutwiler, the general manager of the Tata Iron and Steel Works, in the evidence he gave before the Indian Industries Commission, said that 'Indian workmen are very intelligent and quick to learn, more amenable to discipline than the foreigner.' One of the reasons he urged for employment of Indians in preference to foreigners is that they are better able to impart instruction to workmen as they know the language and the ways of the workmen, and another reason is that they would cost much less. From his experience he could say where Indians were substituted for Europeans the work had not suffered either in quality or quantity.

The manager of General Motors, Limited Company, Bombay, recently said : "the average Indian workman's ability and intelligence is as good as in other countries and he can adapt himself to any new methods and conditions of work."

Reasons for any apparent lowering of efficiency have to be sought for elsewhere than in his inherent capacity, such as defective organization, bad service conditions, starvation wages, etc.

**XIV and XV.—Trade Combinations.**

There are about 54 railways of which 48 are members of the Indian Railway Conference Association. A brief history of the All-India Railwaymen's Federation is given in the enclosed pamphlet.\*

Salient defects in the present Trade Unions Act and Trade Disputes Act have been briefly criticized in the Bengal Nagpur Railway Labour Union's memorandum to the Royal Commission.

**XVIII.—Intelligence.**

143. The Bombay Labour Office is the only institution which publishes occasionally important statistics. The labour organizations are very much handicapped in obtaining reliable information regarding service rules and other matters. An attempt was made in Bombay Legislative Council on 1st July, 1924, to introduce a Bill compelling employers to furnish certain returns to the labour office. A similar legislation based on the Statistics Act prevailing in such advanced countries as Canada, U.S.A., Great Britain, etc., is required to maintain reliable statistics of unemployment, cost of living, index of prices, inter-provincial migration, wages, housing and other working conditions in all establishments employing not less than ten labourers, etc.

**Conclusion.**

With regard to the present machinery for regulation of relations between employers and the workpeople on the railways, the federation invites the attention of the commission to the deplorable attitude displayed by the various railways towards workers' organizations. Not infrequently, the formal recognition granted to the trade unions is withdrawn as happened in regard to O. & R. Railway Union, E.B. Railway Labour Union and South Indian Labour Union. B.N. Railway Indian Labour Union's right of representing individual cases of alleged injustice was withdrawn in April, 1927. M. & S.M. Railway Employees Union, Perambur, and E.I.R. Union, Liloah, are yet to receive recognition.

When the unions show signs of increasing activity, so-called welfare committees are set up as rival institutions as instanced on B.N. Railway, S.I. Railway and recently on M.S.M. Railway. The existing welfare committees are undemocratic in constitution and if democratic serve the purpose of yellow unions. They are mostly unpopular and added to this so-called welfare officers who may be used to make propaganda against unions have been appointed on some railways like B.N. Railway, B.B.C.I. Railway, etc. The best welfare officers can only be chosen from trade union ranks or with their approval to be successful; otherwise expenditure over these offices is mere waste of public money.

The All-India Railwaymen's Federation desires that there should be frequent consultations between employers and workers' organizations in regard to staff matters to minimize misunderstanding and consequent unhappy relations. The railway unions' right to speak on behalf of their members must be recognized, irrespective of the fact whether the grievances discussed are general or individual. The unions must be given full facilities in regard to investigation of allegations of injustice to enable elimination of frivolous complaints and in view of the railways being spread over wide areas card passes to union officers are essentially required.

A standing committee of the employers and workers' organizations has to be established by legislation to further the above objects. Unless and until the principle of joint consultation between the railway administrations and the unions on the one hand and between the All-India Railwaymen's Federation and the railway board on the other is conceded, the prospects of industrial peace on the railways are not bright.

\*Not printed.

**Mr. G. V. GANU, WELFARE AND LABOUR ADVISER TO THE STAFF OFFICER, B. B. AND C. I. RAILWAY.**

[This Memorandum was forwarded by the Agent, B. B. and C. I. Railway, with the following note :—

“ I beg to forward herewith a Memorandum by Mr. G. V. Ganu, who is engaged in Welfare Work on this railway.

“ I wish particularly to point out that apart from the printing, the Administration have in no way taken any part in the drafting or production of this Memorandum.

“ This administration should not, therefore, be understood as accepting responsibility for any particular statement of fact or expression of opinion in it.”]

I am really thankful for getting an opportunity to submit the following report to the Royal Commission on Labour. I, for the last thirty years and more, worked in the midst of labour, in various capacities. I am an agriculturist myself. I have been working as a Contractor for the last thirty years along the B. B. and C. I. Railway and in Government and Local Board works. So also I had the opportunity of working in the managing bodies of several rural Credit Co-operative Societies. In short, I have personally seen the condition of different kinds of labourers. And my experience being of substantially a long period I can assure the Honourable Members of the Royal Commission that the statement which I submit herewith is authentic and a very close picture of the actual existing condition of labour. My report is not based on any reports nor any second-hand information, but is only the account of the things that I have experienced so long, and of any recent survey of the labour conditions on the B. B. and C. I. Railway in the capacity of a Labour and a Welfare Adviser to the company.

During past I have been an observer of the work of the Labour Unions and of their leaders. And I am really sorry to find that the confidence and trust reposed on the labour leaders by the labourers has been and is being continually misused. It is this that has moved me to work in this direction. I have plainly spoken this to the railway officers and I am convinced that a sincere, moral and educational propaganda should be carried throughout the length and breadth of the labour areas. This alone will solve the labour problem which appears so fierce in these days in almost all quarters of India. It would make labour efficient at first and secondly they will begin to understand their own interest. And I am confident that no outside agency such as the Labour Union leaders can work up the problem wisely. Had it been possible for these Labour Union leaders to solve the problem, I think they would have solved it long before. The union leaders drive the poor labourers into strike—if I may be allowed to use the expression—and the emotion and sentiment seen at the outset subsides very soon. The poor labourers are left to themselves when they are seen dying out of starvation and then at the mercy of their old employers. Once bad blood is created between the employers and the employees, I think it cannot be hoped that one would look to the welfare of the other. If it is carefully seen, it will be observed that the strikes have continually made the position of the labourers worse.

I am of opinion that it is the good feeling, sympathy and co-operation between the two (employers and the employees), that would solve the whole problem.

It is not the complete destruction of Capitalism that is to be arrived at but it is the creation of sympathy, confidence, and good feeling, in the hearts of the employers for the employees. This does not mean that the labourers should be at the mercy of the Capitalists. Their *reasonable* demands should be sympathetically considered, but the demands should be the demands of labourers themselves and not the demands of the union leaders. And it should be seen that the demands should be such that if they are granted, then the labourers should be capable of using them for their betterment.

It will be seen hereafter from the following report that it is not only the money increase in labour wage which can improve labour conditions in India, but things such as educational propaganda, labour Credit Co-operative Societies and such others can do a lot. It will also be seen that the money increase has been in many cases to the detriment of both the labourer and the employer. It has destroyed some of the industries such as agriculture. I am really thankful to the authorities of the B. B. and C. I. Railway Company for having carefully considered my views, and for having given me an opportunity to bring my views in practice. The work that I am allowed to do during the last one year alone will prove the practical soundness of my views. Detailed reports of my survey have been submitted to the Authorities of the Company from time to time. I can say this much here that the money increase for which alone the union leaders are always crying has been seen to fatten the Savkars, to maintain many of the union workers, and the worst of all to increase the drinking and the gambling habit of the labourers themselves. Thus proving that the conditions instead of being improved, are going from bad to worse.

Since the arrival of the Commission in India, I have been closely studying the evidences given before the Commission. Same I found to be too extreme and same I found to have been based much on theory and idealism. I am proud to state that my report is as I have said nothing but the true picture of the things I have seen.

I was personally present at Ajmer when the Commission took evidence. I was wonderstruck to hear from the mouth of a responsible personage such as the President of the All-India Labour Federation, that an agricultural labourer gets Rs. 35 per month, he enjoys many more privileges, and has to work only for two-thirds of the month. On this unsound report he based his advice to the railway company. He condemned the railway for giving only Rs. 15 per month, meaning thereby that the agricultural labour is more well off than the railway labour. But it is needless to say that at least in the present state of Indian agriculture, it is impossible for an agriculturist to pay a labourer at such a high rate. To compare their condition with that of the railway workers, I think the various privileges which the railway workers enjoy, such as house quarters, supply of uniforms, free travelling passes, provident fund system, Sundays and other Government holidays, are not to be seen in agriculture. Municipalities and other local bodies do not pay anything more than the railway. It will be seen that labour is always available on railways, but it is not so in agricultural areas. What does this speak of? Agriculture work is only seasonal. So if the agricultural labourer even gets a rupee a day in a busy season. Still we cannot generalise, but say that on an average the agricultural labourer gets Rs. 30 to Rs. 35 per month. The railway labourers are paid continually during the whole year. The cry of dearth of labour in agricultural districts is quite familiar. On the strength of the Government reports, it can be safely said that agricultural labour is ill-fed, lazy and conservative. Is this the effect of his getting Rs. 35 per month, as the President said the other day?

At Ajmer there are three labour unions already working at present and there are similar labour unions all over the B. B. and C.I. Railway. The aims and the objects for which these unions have been started are really praiseworthy. But I am sorry to find that in actual working very few of the ideals are being realized. The union leaders indeed unite the labourers, but they use this unity more to threaten their master any time they please than to better the conditions of the labourers themselves. In short, they do nothing else but the fault-finding business. They catch hold of one or two faults, magnify them, give them newspaper publicity, and do everything they can to create discontent in the minds of the workers about the railway administration. Instead of doing something which would improve the moral and social condition of labourers, the unions spend all their might in teasing the employers. I doubt how many unions spend their money on such educational propaganda work. They use this unintelligent mob for political purposes more than for the betterment of the workers themselves.

There are so many unions only on the B. B. and C. I. Railway that there are as many differences between them as there are unions. The authorities of the company are at a loss to know whom to recognize. This does not mean that all leaders of the unions are worthless. There are people of great respect such as the Hon. V. J. Patel, Mr. Kothari, and others, but I may say that their names are only used by the organising staff to increase the membership of the unions. I am rather doubtful how much time these great men find to look into the internal management of these unions. The mob being an unintelligent one the leaders find it very easy to turn it against their masters. Once the evil spirit of discontent is at work anything done by the company is seen through a wrong vision. The discontent continues.

It was complained by the ex-President of the All-India Labour Federation that the railway company wages are too low when compared to those of agricultural labour. The wages on the railway vary from Rs. 13 to Rs. 25, and it will be seen from the following that the money wage which the workers get is quite sufficient for their maintenance provided they are in a position to use the whole money for their needs and requirements. I think instead of counting the number of rupees which the workers get, it would be wiser to think of the buying capacity of those rupees. If a small sum of rupees is really capable of buying everything that the family of the workers need, then I think no wise and sane thinker would object to the quantity of rupees which the workers get.

Australian wheat, which is generally used by the workers, is available at the rate of 16 lb. a rupee all over the B. B. and C. I. Railway. Other country wheat is still available at the rate of 12 to 14 lb. a rupee. Wheat is generally the staple food of all these workers, taken for granted that an average family of a labourer contains say four members (including his wife, himself, and two children), it will be seen that such a family will require for its main food daily not more than 5 annas. It will be observed that the greater percentage of the workers do not use even wheat

for their daily food, but most of them use bajree, jwar, naglee, maize and such other cheap food-stuffs. Besides this, the members of the worker's family are not wholly dependent upon the worker for their maintenance. The wives of these men are generally a substantial earning hand in the family. The children also do some such work as grazing sheep and cattle. Other requirements, such as chillies, condiments, etc., would come, say, to a rupee monthly, and clothing and other miscellaneous to two rupees. It will be seen, the whole would come to not more than Rs. 12 to Rs. 13 per family. The figures seem rather ridiculously small at the first sight, but I am knowing the real life led by these workers in India is accustomed to such small figures.

It should be remembered well here that this calculation that I have made does not make any allowance for the usury of the Sawkars, for the licentious drinking, and for the extravagant expenditures on religious superstitions which harass almost all the workers. So it is the real duty of the union leaders who profess to work for the betterment and uplift of labour, to free these unintelligent mobs from the harassment of the Sawkars and to keep them away from liquor. I can say authoritatively on the statistics that I have gathered and the actual condition that I have seen, that a large portion of the pay of these men is eaten up by these vicious agencies. And so it is found that the workers go on half fed. It is for this that I advocate that the real solution to the problem is not the money increase in their wages, because the more you pay the fatter will be the Sawkar.

If the union workers really want to improve the monetary condition of these people, would it not be worth trying to introduce spinning in the homes of these people for their wives? Because this will give them the satisfaction of helping the national cause, together with securing the sympathy of the labourers, who will have their income increased.

If the money wages of these labourers are increased, the first effect will be that labour outside the railway will be too costly and there will be migration of the labourers from other industries such as agriculture. Suppose the labourers' wages are increased according to the demands of the unions, the first question that will confront the railway administration is the increase of pay of labourers and servants of higher grade. And it need not be told by me that it would simply be foolish to consider for an increase in pay of these higher grade servants. I think it would be worth examining the actual existing condition of other labourers in the country-sides by summoning the collectors and other Government officials, from what I know of the village-side labourers they are in no way better off than the railway workers. Even the food-stuff charges in other quarters of India cannot be more than two to three annas per head per day. I would request the Hon. Members of the Commission once to motor in a country-side and see the actual life led by these people and the rates prevailing in the local markets there. That will corroborate my statements and will give the real idea of the railway workers by way of contrast.

Before some twenty years the agricultural labourer used to get from annas one and a half to two and a half. At present the agriculturist has to pay from seven to twelve annas per head. It will be noted, however, that the produce of the fields has in no way increased. So the natural effect of this increase in wages of the labourers is the rise in prices of the food-stuffs. Automatically the foreign food-stuffs such as Burma rice and Australian wheat began to be imported in large quantities. As for my personal business, I can say that we have to suffer a lot due to increase of wages. Because the contract rates are not proportionately increased and even the quantity of work also suffers greatly thereby. Increased wages of labourers have induced many people otherwise engaged to take to labour, since the recent war, it being a paying concern. This has brought in many unskilled labourers in fold of labour, so at present we have to pay highly and to get work much more inferior in quality than before. Thus it does not pay an honest contractor to work in these days in such circumstances, though the contracting work is seen to have been going on.

It would be found on a close examination of the facts that most of the contractors sublet the work. The sub-contractor does not pay the labourers in full, or does not pay them at all. Before the war an ordinary labourer was paid by us not more than six annas a day. But due to the sudden rise of wages during the war we have yet to pay them at least twelve annas a day. The prices of other materials are slowly coming to the pre-war rates. Our contract rates have not proportionately increased. So the labour remains costly as it was during war-time, while other things have come down to their pre-war normal state. In spite of these increased prices of labour, there is no improvement in the quality of their work, on the contrary they have become inefficient and insolent. I dare say this is the direct effect of the unions' work. Because the weapon of strike seems to be near at hand that can be wielded at any time the labourers please to obstruct the employer.

The laziness of these labouring classes is quite familiar to one who is acquainted with Indian labour personally. They would come late in the morning, then they would wait for their other mates, some of whom generally remain behind. The real work would be started in right earnest not before 9 a.m. So, after a work of three to four hours causes the dinner-time. During these three or four hours they spend at least fifteen minutes per hour for a smoke, pan and tobacco. They spend nearly two hours for their dinner and begin their work by 2 p.m. in the noon. Then after that they work not more than four hours, that is up to 6 p.m. in the evening. During these working hours once the inspector passes through them and goes to his headquarters, these men are seen sitting idly chit-chatting and whiling away time and waiting for the close of the day.

It will be seen from the above fact really the workers are bodily at work for not more than eight hours. And in these eight hours they will be seen mentally and physically at work, I think, for not more than three to four hours. So it is but natural, one who is to be responsible and so to supervise their work, is disgusted at this sort of negligent tendencies of the workers. The higher officials naturally find faults with this supervising staff and as a result the contractors suffer. But it is seen if the work is given to these same workmen as a piecework, they finish it up in nearly half the time they usually take. This also they do most carelessly and so more efficient supervising staff is necessary, which is not always possible. The railway road work cannot be given by piecework and so it has to be done departmentally, which costs more and takes longer time.

In these existing circumstances of Indian labour it is absurd to apply the same rules of privileges and duty hours (eight hours a day) of the western labour to these labourers. I am, no doubt, in favour of lessening the hours of work. But I would allow it in cases where every minute the worker has to be vigilant, such as cabinmen in Bombay Division, drivers and guards. It would be really funny to apply the same rules of working hours of these men to gangmen, porters, stationmasters and ticket collectors. Moreover, the conditions of these different workers tremendously differ from division to division.

The B.B. and C.I. Railway has been doing the pioneering work of redemption of the debts of their labourers since last year through the Jackson Co-operative Society. I can prove with facts and figures that this loan system and the redemption of the debts by the company's officers is helping the workers a great deal in relieving them from the clutches of the Pathan Sawkars. And my recent experience in this work of redemption of debts is that this method of paying of the debts personally and carefully scrutinising the individual by the officers of the company or the organisers of the credit co-operative societies, should be brought into practice all over India wherever labour is concerned.

I therefore recommend that there should be a permanent board in the credit co-operative societies, which will personally go through all individual cases of debts and their instalments. This board should be consulted before passing an official court decree over his income. This board, on considering the monetary condition of each labourer in question shall see that only one creditor is paid regularly, in small and reasonable instalments. It should be made impossible by legislation for the creditors to attach the income of these poor men all at once.

The Hon. Members of the Commission will be wonderstruck to see the fabulous rates of interest that the Pathan Sawkars charge and the system of taking over a promissory note for double the amount they actually give, to escape the law. So also there are many other interesting cases which would show how these blood-sucking Sawkars try their utmost to keep their prey permanently in their clutches. And it will be seen in several instances that once a man borrows it becomes impossible for him to escape this vicious circle of indebtedness. It is here where the real sympathisers of the labourers can do a lot of work for real betterment and welfare of the labourers. It is no doubt a little bit dangerous field to work in, as we have to deal with Pathan Sawkars and where real and consistent work is necessary. This part of the work is untouched by the labour sympathisers till to-day, and I am really proud to say that it is Sir Ernest Jackson who has begun this sort of practical work. So the whole credit of this most useful and practical work goes to him alone.

I offer the following suggestions for the kind perusal of the Hon. Members. These have already been submitted by me to the company, which is giving them due consideration.

(1) The money wage need not be increased in any case. The wages of the labourers should be paid in kind and other daily necessities. The surplus should be deposited at his credit in the Savings Bank account in the Co-operative Credit Saving Bank, which money shall be made available to him in emergency cases only on loan.

(2) The compulsory insurance system for invalidity and old age should be introduced, which would cost not more than four annas per month.

(3) Gradation system of pay should be introduced in these workers, so as to secure the permanency of the workers and also to secure the supply of competent labourers. This would cost not more than one rupee four annas per month per head to the company.

(4) They should be given the benefit of Provident fund, which also will cost not more than one rupee four annas per month per head, together with the existing gratuity system.

(5) To multiply the co-operative stores all over the line.

(6) The Sawkars should be allowed to do the lending business only on Government licence. It should be made compulsory for these men to keep proper accounts of all their transactions, which should be made available for examination at any time to the board of the co-operative credit society above-mentioned.

(7) At least two well-equipped rooms for nursing the sick and maternity cases should be made available to the labourers, close to their quarters, because they are generally reluctant to go to hospitals.

(8) Cut pieces of cloth should be supplied to poor deserving gangmen's children from welfare funds.

(10) The labourers should receive fifteen days' pay in advance for emergency purposes, and this concession to be allowed only twice a year. The money given in advance should be recovered in the following six months in easy instalments.

This is the result of my being able to see labour conditions very closely during the last year in social and economic survey over the B B. and C.I. Railway. I would be too glad to extend my knowledge in this field if a proper opportunity comes.





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